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SUMMARY RECORD

OF

SIXTH DEVELOPMENT COMMISSIONERS' CONFERENCE

ON

COMMUNITY PROJECTS

HELD AT MUSSOORIE

(26th to 30th April, 1957)

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MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA

December, 1957

PREFACE

The Sixth Development Commissioners' Conference was held at the Savoy Hotel Mussoorie (U.P.) from 26th to 30th April, 1957.

The Conference began at 11 A.M. on 26th April, 1957, with an inaugural address by the Deputy Chairman, Planning Commission in the chair. A review of the programme since the last Conference was given by Shri S. K. Dey, Minister of C.D. Thereafter, the Conference broke into Sub-Committees to consider the various items on the Agenda. Following the usual practice adopted at such conferences, the recommendations made by the Sub-Committees were considered at the Plenary Session and are embodied in the "Main Recommendations and Conclusions of the Conference." The Conference came to an end in the afternoon of 30th April, 1957 with a concluding speech by the Minister of C. D. followed by a valedictory address by Chief Minister of U. P. and a vote of thanks to the chair. A sight seeing trip to Dehradun was arranged by the Government of U. P. on 30th April, 1957.

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PART I

List of Delegates and others who attended the Sixth Development Commissioners' Conference at Mussoorie from the 26th to 30th April '57

1. Shri V. T. Krishnamachari (Chairman)

Ministers

2. Shri Jawahar Lal Nehru, Prime Minister.
3. Dr. Sampurnanand, Chief Minister, U. P.
4. Shri K. C. Reddy, Union Minister, Works Housing & Supply.
5. Shri A. P. Jain, Union Minister, Food and Agriculture.
6. Shri P. S. Deshmukh, Union Minister for Cooperation.
7. Shri S. K. Dey, Union Minister for Community Development.

Committee on Plan Projects

8. Shri Balwant Rai, G. Mehta.
9. Thakur Phool Singh.
10. Shri B. G. Rau.

Planning Commission

11. Dr. J. C. Ghosh, Member (E).
12. Shri S. V. Ramamurty, Adviser.
13. Shri Nawab Singh, I.C.S., Adviser.
14. Shri P. P. Aggarwal, I.C.S., Joint Secretary.
15. Shri M. R. Kothandaraman, Jt. Secretary.
16. Dr. D. K. Malhotra, Dy. Secretary.
17. Mrs. P. Naidu, Asstt. Chief.
18. Shri M. S. Gore, Officer Incharge (Coop.)
19. Shri Jhaverbhai Patel, O. S. D.

Programme Evaluation Organisation

20. Dr. V. K. R. V. Rao, Chairman, Programme Evaluation Board.
21. Dr. V. Nath, Director P. E. O.
22. Shri J. N. Tewari, Dy. Director, P. E. O.

Others

23. Shrimati Indira Gandhi.
24. Shrimati Durgabhai Deshmukh, Chairman, Central Social Welfare Board.
25. Shri Shriman Narain, General Secretary, A. I. C. C.
26. Shri Vaikunth Lal Mehta, Chairman, Khadi and Village Industries Commission.
27. Dr. Paul Neurath, UNESCO Professor.
28. Shri F. B. Carbesius Weber, F. A. O. Expert.
29. Shri Brahm Prakash, M. P.

29—A. Shri N. Basu, Secretary, Young Farmer's Association, India, c/o The Ministry of F & A., New Delhi.

29—B. Sardar Satwant Singh, Offg: Secretary, All-India Farmers' Forum, c/o The Ministry of F. & A., New Delhi.

CENTRAL MINISTRIES

Ministry of Commerce and Industry

30. Shri Satish Chandra, I. C. S. Dev. Commr., Small Scale Industries.
31. Shri H. K. Mathur, Jt. Dev. Commr. & Dy. Textile Commissioner,
32. Shri L. C. Jain, Member Secretary, All India Handicrafts Board.
33. Mrs. P. Johari, Deputy Secretary.
34. Dr. P. C. Alexander, Dy. Secretary.

Ministry of Education

35. Shri P. D. Shukla, Dy. Education Adviser.
36. Shri A. R. Deshpande.

Ministry of Food & Agriculture

37. Shri P. N. Thapar, I. C. S. Secretary.
38. Shri R. L. Mehta, Jt. Secretary.
39. Shri S. T. Raja, Joint Secretary,
40. Shri S. C. Roy.
41. Shri B. S. Kadam, Agriculture Extension Commissioner.

42. Dr. R. J. Kalamkar, Addl. Agrl. Commissioner. I.C.A.R.
43. Shri M. P. Bhargawa, Cooperation Adviser.
44. Dr. Mrs. R. P. Devdas Home Economist.

Ministry of Health

45. Shri V. K. B. Pillai, Secretary.
46. Dr. N. Jangalwalla, Addl. Dy. Dir. General Health Services.
47. Lt Col. B. N. Raina. O. S. D. Family Planning.

Ministry of Home Affairs.

48. Shri Datar Singh, Addl. Secy. & Adviser.
49. Shri K. Radhakrishnan, I.C.S, Principal, I.A.S. Training School.
50. Shri B. N. Maheshwari, I.A.S, Dy. Secretary.
51. Shri Vimal Chandra, Asstt. Commissioner for Scheduled Castes & Tribes.
52. Shri J. K. Razdan, Asstt. Commissioner for Scheduled Castes & Tribes.

Ministry of I & B

53. Shri S. Parmeshwaran, Deputy Secretary.
54. Shri L. R. Nair, Adviser.

Ministry of Labour

55. Shri S. A Qadir, D. G. R. E.
56. Shri A. S. Lal, Dy. Director of Training, D. G. R. E.

Ministry of W. H. & S.

57. Shri C. B. Patel, Housing Adviser.
58. Shri S. P. Saxena, Dy. Secretary.

Cabinet Secretariat

59. Shri S. Subramanian, Joint Director.

Central Social Welfare Board

60. Shri R. S. Krishnan, Secretary.

Council of Scientific and Industrial Research

61. Prof. M. S. Thakkar, Director General.

Reserve Bank of India

62. Shri A. N. Vij.
63. Dr. C. D. Datey.
64. Shri J. C. Ryan.

Ministry of Community Development

65. Col. Barkat Narain, Adviser (Health).
66. Dr. J. S. Patel, Adviser (Agriculture).
67. Dr. P. M. N. Naidu, Adviser (Animal Husbandry)
68. Dr. R. K. Singh. Adviser (Education).
69. Shri B. R. Tandan, I.C.S., Secretary.
70. Shri B. Mukherjee, I.C.S., Joint Secretary.
71. Shri R. Jagannathan, Officer on Special Duty.
72. Shri G. F. Mankodi, I.A.S., Deputy Secretary.
73. Shri A. Mobin, I.A.S , Deputy Secretary
74. Shri S. L. Khurana, I.A.S., Deputy Secretary.
75. Shri A. D. Bohra, Director (T & P).
76. Shri B. Mukhopadhyay, Director, I. & P. R.
77. Shri S. S. Shivapuri, Under Secretary.
78. Shri Abid Hussain, I.A.S., Under Secretary.
79. Shri N. S. Mathur, Under Secretary.
80. Shri P. M. Mathai, C.P.O. (C.I. & I.)
81. Shri D. S. Sinha, C.P.O. (Irrigation).
82. Shri A. Sarkar, C.P.O. (Industries).
83. Shri Ibne Ali Assistant Advisor (Agrl.)
84. Dr. T. A. Koshy, Special Officer (S.E.)
85. (Miss) P. Dass, Special Officer Social Education (Women)
86. Shri S. N. Bhattacharyya, D.D.P.R.
87. Shri A. N. Sehgal, Art Consultant.
88. Shri D. Raghavan, Editor Kurukshetra.
89. Shri K. G. Bhandari, Principal, B.D.O's. Training Centre Himayat Sagar.
90. Shri U. C. Ghildayal, Principal, Development Officers Training Centre, Nilokheri.

91. Shri Fahimud-Din-Ahmed, Principal Development Officers Training Centre, Ranchi.
92. Shri H. P. Saksena, Dir. Social Education Organiser, Training Centre Nilokheri.
93. Miss P. Vakharia, Director S. E. O. Training Centre, Baroda.

Development Commissioners and Others

Andhra

94. Shri O. Pulla Reddy I.C.S., Chief Secretary.
95. Shri C. Narasimham I. A. S., Addl. Development Commissioner.
96. Shri G. Simadhri, Deputy Dev. Commissioner.
97. Shri K. Subramanya Naidu I. A. S., Registrar, Coopt. Societies.
98. Shri I. J. Naidu I.A.S., Director of Agriculture.
99. Shri K. I. Vidyasagar I. A. S., Dir. of Industries and Commerce.

Assam

100. Shri S.K. Dutta I.C.S., Chief Secy. to Govt. Development Commissioner.
101. Shri K. Balachandran, I. C. S. Dy. Development Commissioner.
102. Shri S. R. Barua, Jt. Director of Agriculture.
103. Shri K. K. Phukan A.C.S., Addl. Registrar Coopt. Societies.
104. Shri A. D. Adhikari, Jt. Dir. of Industries.

Bihar

105. Shri R. S. Pande I.A.S., Jt. Development Commissioner.
106. Shri H. N. Thakur I.A.S., Secretary to Govt. Agriculture Deptt.
107. Shri K. B. Sinha, Director of Education.
108. Shri S. D. Prasad, Addl. Director of Industries.
109. Shri B. N. Sinha, Registrar, Cooperative Societies.
110. Lt. Col. D. P. Nath, Director of Health Services.
111. Shri Ajit Majumdar, Director of Industries.
112. Shri Dhwaja Prasad Sahu, Member. Khadi Board.

Bombay

113. Shri V. Isvaran I.C.S., Development Commissioner.
114. Dr. T. G. Shirname, Dir. of Agriculture.
115. Shri M. H. Shah, Director of Publicity.
116. Shri F. N. Rana, Registrar Coopt. Societies.
117. Shri Bhandarkar, Director of Education.

Kerala

118. Shri N.E.S. Raghvachari I.C.S., Development Commissioner.
119. Shri M. Abdussalam I. A. S., Addl. Development Commissioner.
120. Shri P. S. Pillai, Registrar, Coopt. Societies.
121. Shri N. H. Rajkumar, Addl. Jt. Director of Industries.

Madhya Pradesh

122. Shri P. S. Bapna I.A.S., Development Commissioner.
123. Shri N. Sundram I.A.S., Jt. Development Commissioner.
124. Shri T. N. Bahel I.A.S., Dy. Development Commissioner.

Madras

125. Shri M. G. Rajaram, I. A. S., Addl. Development Commissioner.
126. Shri G. Venkatachalapathy, Jt. Development Commissioner.
127. Shri E. U. Damodran I.A.S., Dir. of Agriculture.
128. Shri D. Pattabiraman, Director of Animal Husbandry.
129. Shri A. Palaniappa Mudaliar, I.A.S., Registrar Cooperative Societies.
130. Shrimati S. Soundaram, District Social Education Organiser, Coimbatore.

Mysore

131. Shri N. Putturangaswamy, I. A. S., Addl. Development Commissioner.
132. Shri B. P. Patel, Registrar, Coopt. Societies.

133. Dr. K. S. Shetty, Director of Animal Husbandry.
134. Dr. G. Seshagiri Rao, Director of Public Health.
135. Shri R. Rajanna, Asst. Director of Industries.
136. Shri N. S. Nagarkutti, Dy. Dir. of Agriculture.

Orissa

137. Shri A. Prakash I.A.S., Dir. of CP & NES.
138. Shri G. B. Singh, Director of Animal Husbandry.
139. Shri S. Nanda, I.A.S., Registrar, Coopt. Societies.
140. Dr. Gantayet, Dir. of Health Services.
141. Shri T. N. Saraf I.A.S., Jt. Registrar, Khadi & Village Industries.

Punjab

142. Shri E. N. Mangat Rai, I.C.S., Planning and Development Commissioner.
143. Shri R. S. Randhawa, I.A.S. Addl. Development Commissioner.
144. Shri L. C. Vashista, I.A.S. Registrar, Coopt. Societies.
145. Dr. Arjun Singh, Director of Agriculture.
146. Shri S. N. Vasudeva, I.A.S., Director of Panchayat.

Rajasthan

147. Shri B. Mehta, I.A S. Development Commissioner.
148. Shri M. U. Menon, Commissioner for industries.
149. Shri A. P. Dewan, Dy. Development Commissioner.
150. Shri K. L. Baraya, R.A.S. Deputy Development Commissioner (Training).
151. Shri Ram Singh R.A.S. Director Social Welfare.

Uttar Pradesh

152. Shri Govind Narain, I.C.S. Development Commissioner.
153. Shri S. Dikshit, Addl. Development Commissioner.
154. Shri Bhagwant Singh, I.A.S. Jt. Dev. Commissioner.
155. Shri R. S. Johari, I.A.S. Dy. Development Commissioner.
156. Shri I. Hussain, I.A.S. Dy. Development Commissioner.
157. Shri Rajeshwar Prasad, I.A.S. Dy. Dev. Commissioner.
158. Shri A. R. Bhatnagar, Dy. Dev. Commissioner.

159. Shri B. M. Pande, Asstt. Dev. Commissioner.
160. Shri B. K. Sharma, Asstt. Dev. Commissioner.
161. Shri S. M. Goyal, Asstt. Development Commissioner.
162. Shri S. W. Shiveshwarkar, Commissioner, Varanasi Division.
163. Shri H. C. Gupta, Commissioner, Faizabad Dn.
164. Shri J. S. Lal, Commissioner, Agra Division.
165. Shri Mohmud Butt. Distt. Magistrate, Dehradun.
166. Shri Bhagwati Saran Singh, Dir. of Information.
167. Shri Raja Roy Singh, Addl. Dir. of Education.
168. Shri P. N. Kapoor, Director of Consolidation.
169. Shri B. P. Sexena, Addl. Secy. Irrigation.
170. Shri D. A. Qadir, Senior, Deputy Acctt. General.
171. Shri Gangesh Misra, Asstt. Development Commissioner.
172. Shri Ramsurat Singh, Director of Agriculture.
173. Shri H. B. Shah, Commissioner, Animal Husbandry.
174. Shri J. B. Tandan, I.A.F., Director of Panchayat.
175. Shri N. P. Chatterji, I.A.S., Registrar, Coopt. Societies.
176. Shri K. A. P. Stevenson, I.A.S., Secretary Agriculture.
177. Smt. V. Kurcood, Dy. Director. Women Welfare.
178. Dr. G. P. Chakravarati, Senior Associate Public Health.
179. Shri D. P. Singh, I A.S., Director, Action Cum Research Institute for C.P.
180. Shri G. P. Pande, Director Animal Husbandry.

West Bengal

181. Shri N. Das, I.C.S., Secy. Irrigation & Waterways.
182. Shri A. Mitra, I.C.S., Secy, Commerce.
183. Shri S. B. Ray. I.A.S., Jt. Development Commissioner.
184. Shri K. P. A. Menon, I.A.S., Registrar of Coopt. Societies.
185. Shri S. Roy, Asstt. Secretary (Tribal Welfare).
186. Shri H. Das Gupta, Asstt. Secretary (Development).
187. Shri Ajit Gupta, Asstt. Director. (Publicity).
188. Shri E. A. R. Banerji, Jt. Director of Agriculture.

189. Shri S. T. Banerjea, Special Officer and Asstt. Secy.

190. Shri D. C. Bhattacharya. Asstt. Secretary, Health.

191. Shri B. P. Neogy, Dy. Secretary, Education.

192. Shri S. Bandopadhyay. Chief Engineer, Construction Board

Delhi

193. Dr. J. C. Ramchandani, Development Commissioner.

Himachal Pradesh

194. Dr. L. S. Negi, Director, Animal Husbandry.

Manipur

195. Shri U. N. Sharma, I.F.A.S., Dy. Commissioner.

Tripura

196. Wing Commandar, M. Rammuni, District Magistrate and Collector.

N. E. F. A,

197. Lt. Col. G. S. Puri, I.F.A.S., Development Commissioner.

198. Lt. Col. J. N. Ghosh, Director of Health Services.

Pondicherry

199. Shri C. S. Seshadri, Development Secretary.

200. Shri R. Subramaniam, Finance Secretary.

201. Shri C. D. Dyal, Asstt. Development Commissioner.

202. Shri P. K. Salvarajan, Consultant Rural Deptt.

Jammu & Kashmir

203. Shri N. Kaul, Officer on special duty.

204. Shri B. N. Mengi, Superintending Engineer.

205. Col. A. N. Chopra, Director Health Services.

206. Shri G. M. Butt. Director Agriculture.

INAUGURAL ADDRESS BY

SHRI V. T. KRISHNAMACHARI

Deputy Chairman, Planning Commission—26th April, 1957

I

It gives me sincere pleasure to meet Development Commissioners from States once again. I am glad that heads of development departments are also attending this conference. I accord a hearty welcome to them. I am sure that we shall benefit by their participation in our discussions.

2. This conference has a special importance. It is the first to be held after Parliament's approval of the Second Five Year Plan. For this reason, I propose in my introductory remarks, to cover wider ground than at previous conferences, and attempt to explain (i) the vital place the Second Five Year Plan holds in India's economic development and (ii) the ways in which the National Extension movement should assist in its implementation. It must be realised that this movement has to fulfil the policies and programmes of social and economic growth embodied in our Five Year Plans and that it should make the maximum contribution it can to the national effort needed for carrying out these policies and programmes satisfactorily.

3. I should like to begin by repeating what I have often said to you. When we talk of the National Extension movement and the stages of N.E.S. blocks, Community Project blocks, etc.—we should always remember that these do not represent special programmes with temporary objectives. This is a 'movement' only in the sense that, when it is introduced in an area, it carries with it a radical departure from prevalent outlooks and modes of thought. In fact, it is the permanent Pattern of the Welfare State. It works for social change. It recognises that rural improvement is a continuous process covering all aspects of rural life and is the main concern of every branch of the administration reaching down to the district and village and enlisting at every stage the assistance of the best non-official leadership. The entire responsibility for working it rests with the States' normal agencies. It is an integral part of their system, not something outside it.

II

4. I talked of the vital place of the Second Five Year Plan in national life. We should understand clearly its significance in our programme of planned social and economic development. The Second Five Year Plan seeks to initiate a process of rapid industrialization with special emphasis on heavy capital goods industries and the future Five Year Plans will carry this process much farther. The importance of this stage in economic growth can be seen from the following quotation from a recent article by Mr. W.R. Rostow. He says :—

> "The process of economic growth can usefully be regarded as centring on a relatively brief time interval of two or three decades when the economy and the society of which it is a part transform themselves in such ways that economic growth is subsequently more or less automatic. This decisive transformation is here called the take-off."

The Second Five Year Plan seeks to initiate this "decisive transformation" which will be carried forward by the next three or four plans. When these plans are successfully implemented, growth can become "self-sustained" or "more or less automatic". It is in the years during which this "transformation" is taking place that we shall face many difficult problems and it is in them that the country will be called upon to make the largest effort on a national scale. The rate of development envisaged in the next twenty years can be seen in the following table which I have extracted from the Planning Commission's Report on the Second Five Year Plan :—

Growth in Income and Investment, (1951-56 *to* 1971-76)
(*At* 1952-53 *prices*)

Item	First Plan 1951-56	Second Plan 1956-61	Third Plan 1961-66	Fourth Plan 1966-71	Fifth Plan 1971-76
1. National income at the end of the period (Rs. crores)	10,800	13,480	17,260	21,680	27,270
2. Total *net* investments (Rs. crores)	3,100	6,200	9,900	14,800	20,700

1	2	3	4	5	6
3. Investment as percentage of national income at the end of the period	7.3	10.7	13.7	16.0	17.0
4. *Per capita* income at the end of the period	281	331	396	466	546

The figures under head 2 are of 'net' investment. The gross investment in the Second Five Year Plan would be Rs. 7,100 crores.

I would like to emphasize that this "take-off" is a necessary stage in the development of every country that seeks large-scale development. During this period of 20 years we seek to ensure annual rates of investment rising from 10 to 17 per cent of the national income. If we are successful in this, we shall nearly double *per capita* income at the end of the Fifth Five Year Plan, *i.e.* 19 years from now. *Per capita* income will rise from Rs. 281 in 1955-56 to Rs. 546 at the end of 1976. This is a modest objective : and even at that level further economic growth may not become 'automatic'. At present, there are only a few countries in which *per capita* income is below Rs. 546—the level we aim at after 19 years. In his recent book "Contemporary Socialism" Mr. John Strachey makes the interesting point that a minimum social and economic level is necessary, among other factors, for the effective functioning of democratic institutions. He adds "It may be suggested, by way of illustration, that the economic and social level necessary today for the effective working of representative institutions may seem to be somewhere below that of Northern, and above that of southern Italy. Thus Italy as a whole represents a sort of borderland case of a country which is at or about the indispensable level". The figures he gives for Italy are Dr. Colin Clark's for 1955 :—

Southern Italy £. 112½ per year per head.
Northern Italy £. 202½ per year per head.

Compare this with Rs. 546 we aim at for 1976. The conclusion is inescapable that what we may be able to achieve in the next 15 or 20 years will be decisive for the future of the country and on that will depend the survival of our economy and way of life. The nation should therefore make up its mind that it will make the

united efforts needed for attaining the goals it has set before itself.

5. In all countries undertaking large-scale development, the question arises—what contribution should agriculture make towards the financing of industrial development ? The experience in this respect is summed up in the following passage from "The Theory of Economic Growth" by Professor Arthur Lewis :—

> "... in a number of cases an increase in the productivity of farming has been accompanied by heavy taxation of farmers, which has been used to finance capital formation in other sectors, and it has been true to say in these cases that far from agriculture absorbing capital from other sectors, it has been the farmers who have been forced to finance the industrial revolution. Japan is a case in point. In that country productivity per person engaged in agriculture doubled between 1885 and 1915, but much of the increase was taken from the farmers in higher rents or taxes and used to finance the rest of the economy. The U. S. S. R. is another case where farm incomes per head were kept down, between the World Wars, in spite of farm mechanization and the considerable release of labour to the towns. This was done jointly by raising the prices of manufactures relatively to farm products, and by levying heavy taxes upon the collective farms. Current examples are provided also by the Gold Coast, Burma and Uganda, three countries whose governments have withheld from their farmers a very large part of the increase in the price of farm produce since 1945 and who are using part of the proceeds to finance economic developmen in other sectors of the economy".

I would mention also the example of China. Conditions there are similar to those in our country. Both have large populations subsisting on land which has been under cultivation for centuries and both are launching on large scale industrialisation. In China, the cultivated area is practically the same as ours while yield is double. China's agriculture pays annually taxes amounting to Rs. 550 to Rs. 600 crores, as against our Rs. 80 to 90 crores. I should not be understood as saying that taxation on this scale would be possible in our country or even desirable.

6. We shall have to find our own solution to the question as to the ways in which agriculture should contribute to the success of the Second and succeeding Five Year Plans and the extent to which it should assist in the financing of these plans. Before the First Five Year Plan, there was no systematic effort on the part of Governments to raise standards of Agriculture, spread co-operation, increase irrigation facilities on a large scale and in other ways to modernise agriculture. It has been calculated that, in the years before the Second World War, the expenditure incurred by the Central and State Governments on improvement of agriculture and the co-operative movement amounted to about 8 annas per head of the agricultural population. The G.M.F. operations of the years 1947-48 to 1951-52 covered only a small proportion of the total cultivated area—2 to 4 per cent—though it would be correct to say that never before were sustained efforts made on such a scale as in these years. The First Five Year Plan initiated revolutionary Programmes for improving rural life: and, for carrying them out, made allocations of funds on a scale far in excess of any even thought of previously. These comprised the National Extension Blocks and Community Projects; multipurpose and large, medium and minor irrigation projects; and measures for improvement of techniques in agriculture in the widest sense (including animal husbandry, fisheries, afforestation and soil conservation) and the evolution of a diversified economy. The National Extension movement covered about 200,000 villages at the end of March, 1956. The book value of all major irrigation works that fell to India's share at the time of partition was about Rs. 110 crores. The expenditure incurred in 1950-51 to 1955-56 on such works was about Rs. 400 crores. The expenditure in these five years on minor irrigation works and tubewells was Rs. 110 crores. We added, in this period, 3350 tubewells to the 2500 that we had at the commencement of the Plan. On minor irrigation works—apart from tubewells—we spent more than was spent in all decades previously. The area ultimately irrigable from large and medium irrigation projects, commenced during the First Five Year Plan, is about 29 million acres. Of these, it was expected that 6·3 million acres would be brought under irrigation by 1955-56. A further 10 million acres would be irrigated by minor irrigation projects. On agriculture and community development, the provision was Rs. 356 crores. The annual expenditure for these purposes in the First Five Year Plan was about Rs. 170 crores. In the Second Five Year Plan, the revolutionary changes initiated in the

First Plan are being carried much further. The N.E.S., movement will cover the entire country and 40 per cent of the blocks will be converted into Community Projects. For multipurpose and large and medium irrigation projects there is a provision of Rs. 458 crores and 12 million acres will be added to the irrigated area in the country, during the five years, from irrigation projects under execution in the First Five Year Plan and new ones included in the Second Five Year Plan, besides nine million acres under minor irrigation and tubewell programmes. For agriculture and community development, under which there is provision for minor irrigation and tubewells, the allocation is Rs. 568 crores. The total provision for all programmes of rural improvement is Rs. 1,026 crores as against Rs. 770 crores in the First Plan. The annual expenditure provided is thus Rs. 205 crores. This does not include the funds allotted to rural electrification, cottage and small-scale industries, sugar factories in rural areas, rural water supply schemes, etc. It is also certain that, in future Plans, progressively increasing allocations will be made for these purposes as our policy continues to be a balanced development of all sectors of the economy. No programme for industrialisation can succeed unless it has, as its counterpart, a programme for a large increase in agricultural production. The large industrial development envisaged under the Second and future plans is bound to lead to rapidly increasing demands for agricultural products and these will have to be met by expanding production. There should also be an additional margin for exports for earning foreign exchange the demand for which will also increase as our plans progress. Further, it is only by increased production that the inflationary pressures caused by deficit financing can be held in check.

By far, however, the most important reason for rapidly expanding agricultural production is the need for increasing the *per capita* income of the rural population. Increase in agricultural production and greater employment will promote savings and thrift and strengthen the sense of security in the community. On the other hand the widening of the gulf between rural and urban incomes will produce internal stresses and strains and endanger social stability. It must also be remembered that rural areas benefit by large industrial projects and development programmes in towns. The integration of the life of the new industrial towns with the surrounding countryside will lead to increased rural incomes. This will also be the effect of the general process of the linking up of life in

urban areas with that in rural areas which is one of the aims of the N.E.S. movement.

We have, therefore, to ask ourselves two questions :—

Firstly, what is the order of increase in agricultural production at which the nation should aim over the next fifteen to twenty years? In other words if the aggregate national income is to increase in the manner indicated, what should be the increase in the national income from agriculture and allieP pursuits?

Secondly, if 10 to 17 per cent of the national income has to be saved by the nation for investment in the coming years, how much of the additional incomes generated by the large expenditures in the rural sectors to which I have referred should be turned into savings for financing the Second and later Plans?

We have to formulate our answers to these questions in the light of the objectives the nation has placed before itself and of the heavy annual productive expenditure incurred for the improvement of our rural economy. There are also the recent trends—rise in prices and stringency of foreign exchange. These trends are, in my view, temporary : and the best solution for them is immediate expansion of agricultural production.

III

7. The responsibility for carrying out programmes for increasing production and stimulating savings rests with State Governments. The agency they have for this is the N.E.S. and Community Projects Organisation which let me repeat, is both official and non-official at all levels. This now exists in nearly 200,000 villages and will cover the entire country by 1960-61. This agency is under the complete control of the State Government though States are assisted by a permanent grant from the Central Government for setting it up. It was estimated in 1952 that the Central grant when the movement was spread throughout the country, would amount to nearly Rs. 6 crores a year representing half the additional cost of the staffs needed. This estimate will almost certainly be exceeded and the Central grant may amount to Rs. 8 crores a year. An additional expenditure equivalent to this will be incurred by the State Governments by 1960-61. Thus, the total *additional* cost on staffs of setting up of the National Extension

Organisation throughout the country would be of the order of Rs. 16 crores a year shared equally between the Centre and the States.

8. At former conferences, I have explained the philosophy of the movement—its fundamental principles and aims and objectives. I do not wish to repeat today what I have said before. I will only remind you that the aim of the movement is to bring about social change—to create among the rural population a keen desire for much higher standards of living than they at present enjoy and a determination to achieve these by their own efforts. The motive force for improvement should come from the people themselves. Self-help and co-operation are at the root of the movement. We regard land reform also as an integral part of the programme of social change. This social change is sought to be achieved by the following programme of activities :—

(i) *Increased employment and production.*—Every family should have a plan of improvement of its own—improved agriculture, cottage and small-scale industries etc. ; the necessary assistance should be given for the implementation of this plan.

(ii) *Co-operation.*—The co-operative movement is the main agency for social change. It should be spread so that every family is represented on at least one co-operative society in its own right. The primary aim of the movement is to encourage thrift.

(iii) *Community Works.*—Every family should make its own contribution in labour or money or both for works of permanent benefit to the community, and in this way the vast unutilised energy in the country-side should be harnessed for the benefit of the community.

(iv) *Women's and Youth Movement.*—A well organised women's and youth movement should be developed in all villages.

These activities are financed by the large annual expenditures for rural improvements included in the Plan to which I have referred.

9. I should emphasise that there are two pivotal points* in

*The first of these points—village self-government—is dealt at some length in a recent article of mine and I have had it added as an annexure. (Annexure I).

the organisation. Firstly, the movement should be broad-based on village self-government—every village having a village panchayat, a village multi-purpose co-operative, and a village school which should form the centres for all social and economic activities of the village. These village institutions should be so organised as to be able to meet the requirements of a programme of intensive production and saving. Secondly, there is the role of the trained village level worker as the common agent of all development departments at the point of contact with the village and as the link between the villages and the development teams at the block and district levels making unified approach possible.

10. It is my earnest hope that the movement will go on increasing its dynamism, deriving strength from the people and developing their creative energy. It is only in this way that it can justify the important place given to it in our national life.

IV

11. I now come to the first of the two questions I put earlier—What is the order of increase in agricultural production at which the States should aim over the next 15 to 20 years ?

12. I have no doubt all of you have been following recent trends in agricultural production and prices. From the base level of 54 million tons, food production rose to 58.3 million tons in 1952-53 and 68.7 million tons in 1953-54. However, in 1954-55 food production fell to 65.8 million tons and in the last year of the First Five Year Plan it declined further to 63.5 million tons. It is clear that the country is yet far from assured of sustained and continuous growth in agricultural production. This situation is reflected in the rise in prices of food articles by about 18 per cent between February 1956 and February 1957.

13. In a letter to the State Governments of 22nd February, 1955, the Planning Commission suggested that they should attempt to double agricultural production in 10 years. In connection with the Second Five-Year Plan, the Commission suggested 40 per cent

increase in the five year period. In their discussions* with the Commission State Governments have agreed to 28 per cent. The main items are :—

Commodity			Unit	Base level of production for the Second Plan	Revised targets of production for the Second Plan	Percentage increase in index of production
Foodgrains	...	...	Million tons	65.0	80.4	24.6
Oilseeds	...	...	,,	5.5	7.6	37.0
Sugarcane (Gur)		...	,,	5.8	7.8	33.9
Cotton	...	...	Million bales	4.2	6.5	55.9
Jute	—	...	,,	4.0	5.5	58.1
Other crops	..	...	,,	...	...	22.4
All commodities						27.8

14. The Planning Commission is taking steps to have a 15 to 20 year programme for irrigation projects and also estimates for the same period of increases that can be obtained in agricultural production. State Governments have been addressed in regard to the first and will be addressed shortly in regard to the second.

15. As regards the possibilities of increased agricultural output in India, the following extract from the Report of the World Bank Mission to India made in August 1956 may be read with advantage :—

> "Proper application of known techniques, in conjunction with the possible expansion of irrigation and the cultivated area, could increase India's agricultural output four or five-fold. By the time that has been achieved, new techniques will have been evolved and the way will be open for further progress. Results of the crop competitions organised for the Grow More Food Compaign show yields about seven times higher than the local average. India's yields are at present among the lowest in the world ; with the labour force available they

*I am circulating with this the general remarks I made in these discussions in which I explained programmes for achieving the targets (Annexure II).

could be among the highest. There is thus a great deal of scope for progress that is technically easy but is retarded by poverty and ignorance. As progress becomes technically more difficult, the rate will be maintained by the increasing power of educational forces that will develop more slowly".

16. The following are the measures to which State Governments should devote special attention :

Firstly, there is need to utilize fully the irrigation facilities that have been made available as the result of the expenditure incurred in the First Five-Year Plan. I have had a statement* prepared showing for each State the total area under command by irrigation sources completed under the First Five-Year Plan: the area with according to the Plan of the State ought to have been brought under irrigation by 1955-56 ; and the area actually brought under cultivation. This shows that out of 6.3 million acres the State Governments expected to bring under irrigation, only about 4 million acres have been actually irrigated. There is thus a waste of national assets—water impounded at enormous cost being left unutilised. State Governments should see that National Extension or Community Projects are set up in these areas, among the first duties of which would be to see that the lands under command are actually brought into cultivation within the minimum possible time. Further, as I have mentioned, during the Second Five-Year Plan, 12 million acres will be provided with irrigation facilities. Here again, National Extension or Community Projects blocks should be established immediately so that they may assist in the construction of canals, in the preparation of land for cultivation and in the actual use of water as soon as it becomes available. What I have said above refers to multi-purpose, large and medium projects. We have not got quite accurate figures about areas actually irrigated by minor irrigation works. The irrigable areas under these were 10 million acres in the First Five Year Plan and they will be 9 million acres in the Second. I would like to elaborate this point somewhat further. I would remined you that many of the large irrigation projects included in the First Five-Year Plan had been sanctioned and work had been commenced on them before the Planning Commission was set up. In some cases it has happened that owing to defective phasing of works, water

*Please see Annexure III.

has been stored at considerable cost which can irrigate millions of acres, but the canal system needed for conveying the water to the fields is still not ready. I have not included such cases in what I have said above. There are also projects in which, in the Planning Commission's view, the time table prepared by the State Governments for spreading irrigation facilities already available is not rapid enough. These cases have not been included. I have based my remarks on the programmes for spreading irrigation which the States considered practicable, when we prepared the First Five-Year Plan and the Second Five-Year Plan. You will notice that in actual performance even these targets have not yet been reached in many cases. I feel that urgent attention should be devoted by the States to this problem of eliminating the interval between actual availability of irrigation and its use.

Secondly, National Extension or Community Projects blocks should be opened at once in the areas under wheat, rice and jowar for which improved strains of seeds are available, where such areas have not already been included in projects. The movement should see that improved seeds become available within the Five Year Plan period to all such villages and are actually used by every family. Along with improved seeds, every acre of land should use fertilisers and organic and green manures in suitable proportions. It is for the movement to see that through the agency of village panchayats and village co-operative societies (i) every village has permanent arrangements for producing seeds of high quality that it requires, (ii) every village has permanent arrangements for the organic and green manures that are needed for efficient cultivation, and (iii) that every village obtains in time its requirements of fertilizers. The Japanese method of cultivation of rice and improved methods of wheat cultivation should be extended so as to cover practically the entire area.

Thirdly, in the Second Five Year Plan, Rs. 27 crores have been provided for contour-bunding and soil conservation schemes. State Governments should utilise the maximum local effort in the working of these projects so that much larger areas can be covered by the sanctioned outlays.

Fourthly, there are the programmes for integrating rural life with urban life which are essential parts of the N.E.S. movement. This is specially important in the areas round industrial plants already set up or which will be set up under the Second Five Year Plan. Every one of these programmes should be worked out

carefully with the co-operation of the N.E.S. and the authorities in charge of the industrial townships. There are also the general problems of bringing into closer relationship the life of rural areas and that of urban areas. These problems have to be studied carefully. I may give the instance of milk supply and dairy schemes for large cities and towns for which Rs. 9·6 crores have been provided in the Second Five-Year Plan. Every one of these schemes requires skilled planning and should include (i) the formation of cooperatives for milk production in large numbers of villages, and (ii) arrangements for collecting milk in suitable centres and sterilising and bottling it and for distribution. Similar schemes are those relating to "regulated" markets, construction of warehouses etc. for which again there are allocations in the Plan. All such schemes should be planned after careful surveys so as to secure the maximum advantage to villages and towns.

17. I have spoken on previous occasions about the permanent and annual programmes in the N.E.S. and C.P. areas. I shall not refer to them again. But I would like to stress once again the need for taking up consolidation of holdings systematically in every N.E.S. and Community Project area, So far, this has been attempted only for a few States. Consolidation should be taken up for entire blocks. The setting apart of lands needed for community purposes in individual villages as well as in the entire block should be an integral part of the programme.

18. No programme of expansion of agricultural production can succeed unless there is a guarantee by the State that prices will not be permitted to fall to unremunerative levels. There are two aspects to this question. The first is that agricultural prices should be fair to producers as well as consumers. The second is that changes in agricultural prices should be reflected in price levels of other commodities without avoidable time-lag. Talking however about the next five years, with the large developmental expenditures contemplated, there is no prospect of undue fall in prices even with a 40 per cent increase in production.

19. From what I have said, it is clear that the technical and administrative agencies of Government should achieve a high standard of efficiency if productivity is to increase. Techniques, seeds, fertilisers etc. should be carefully tested under local conditions before they are recommended and supplies should be made available at the right time and at points close to villages. Also,

the arrangements for dealing with outbreaks of cattle diseases, crop pests, etc., should be prompt. State Governments should give the most careful attention to these and similar problems.

V

20. The mention of the role of cooperative societies brings me to the second question, namely, how much of the additional incomes generated by the large expenditures in the rural sector should be turned into savings? Obviously, the most suitable agency for stimulating savings is the National Extension movement which aims at establishing contact with every family and in each village the most suitable agency is the village multi-purpose cooperative society.

21. I should like to emphasise at the outset that co-operation is the most important agency through which social change can be brought about in rural India. The credit aspect is important: but other aspects—the encouragement of thrift and the creation of a sense of unity of interest among the people—what are broadly termed "moral" aspects are more important. The aim is that there should be societies, members of which know one another and have a feeling of community interest which should see :—

(i) that every loan—in money or kind—is linked up with a plan for increased production ;

(ii) that every family is assisted to come into the movement in its own right by using loans for productive purposes;

(iii) that every family makes a saving out of increased production and invests it in the society so that within a short time all the credit needed by its members may be provided by the village itself ; and

(iv) that every family makes a saving for investment in the National Small Savings Movement.

The basic problem in co-operation is how to enable small owners and tenents, who have no 'security' in a banking sense, to rehabilitate themselves by increased production and saving. The only effective manner of achieving this is for the village leadership to issue loans in kind (seeds, fertilizers, organic and green manures), see to their proper utilisation and ensure saving. What counts is a strong village public opinion for production and saving and feeling of unity of interest. This, of course, is the

raison d'etre of the co-operative movement and of the national extension movement of which co-operation is the vital element.

22. In co-operation, as in agricultural development, comparatively small allocations of funds were available before the First Five Year Plan and the coming in of the Community Development of which Co-operation, as a people's movement, is the keystone. The co-operative departments of States were everywhere inadequately staffed. Further, co-operation was not linked up with other activities in the rural sector—like agricultural improvements. As the G.M.F. Committee and the Planning Commission have pointed out, co-operation can make satisfactory progress *only* if it is conceived as part of an integrated movement for improving all sides of rural life, and specially for raising levels of production. In spite of handicaps, many non-official leaders of great ability felt themselves attracted to the movement because of its 'moral' aspects. They made the spread of the movement their life's work and, by their single-minded devotion and sense of dedication, built up a many-sided structure of which we can be proud. Their efforts were directed towards developing a genuine people's movement, accepting official guidance but not control. Confining myself to agricultural credit, I have tabulated* facts showing achievements in this field in a statement which I invite all of you to examine carefully.

23. A study of this table shows that there is no justification for the view that societies organised and conducted by village leaders with the help of non-official leadership at higher levels and guidance from officials have not shown good results. On the other hand, the number of societies, membership, working capital and assets of the societies at the end of 1952-53, are evidence of the vitality of the movement. It is true that the movement was stronger in certain areas of the country than in others, but during all these years it worked under serious limitations and was not supported by a nation-wide programme of social and economic development.

24. Another conclusion emerges from the study of these figures. They indicate the rate of progress that has been made possible under the N.E.S. movement and the large developmental expenditures incurred under the plans. The N.E.S. movement provides non-official leadership at all levels. It also provides official

*Please see Annexure IV.

guidance—at the village level—by one village multi-purpose worker in charge of 5 to 10 villages with approximately 800 to 1000 families and at the level of block, district etc. by higher officers specially trained in co-operation.

	End of 1952-53	Addition in 1953-54	Addition in 1954-55	Addition in 1955-56
Number of Societies ...	1,11,628	15,326	16,366	16,619
Number of Members ...	51,26,002	7,23,378	7,16,036	12,25,434
Working capital (Rs. in lakhs) ...	49,18.34	5,22.50	8,51.86	16,17.48
Paid up share capital (Rs. in lakhs). ...	9,90.09	1,53.20	1,83.15	3,53.89
Investments and assets ...	8,88.83	1,86.99	1,80.10	4,31.81

In the three years 1953-54 to 1955-56, the number of societies rose from 1,11,628 to 1,59,939 (43%), the number of members from 5.13 to 7.79 million (52%), working capital from Rs. 49.18 to 79.1 crores (61%) paid up Share Capital from Rs. 9.9 to 16.8 crores (70%) and investments and assets from Rs. 8.9 to 16.9 crores (90%). It will be noticed that increases in share capital, working capital and investments and assets are proportionately larger than increases in membership. A large proportion of the societies, members etc. added in the years 1953-54 to 1955-56 were in N.E.S. and Community Project areas. It is necessary to remember that these results have been secured though the N.E.S. movement had covered only 83,300 villages by October 1955 and that it did not devote in the earlier years the concentrated attention to agricultural production and co-operation which it is now devoting.

25. In the Second Five-Year Plan, the N.E.S. will cover the entire country and development expenditures will also show a large increase. I therefore suggest that the co-operators—non-officials and officials—should proceed with programmes of expanding existing societies and forming new societies which have shown so much promise in the three years ending 1955-56. (Figures for 1956-57 are not yet available.) In Chapters X and XI of the Second Five Year Plan, the Planning Commission has drawn attention to the broad aims and objectives of the movement. I quote below three relevant extracts :

"The limit to the range of activities to which the principle of co-operation can be applied is set by the fact that a

primary co-operative group should be reasonably small for its members to know and trust one another. For certain purposes a number of small groups may, and indeed must, combine into larger organisations, but, in the last analysis, the strength of co-operation comes from relatively small and homogeneous groups which function actively. If strong primary units exist at the base, effective organisations can also be built up at higher levels. The structure as a whole can then undertake activities and provide services which require large resources and organisation."

"In implementing the programme of rural co-operation, there are three aspects to which special attention has to be given. Firstly, credit, is only the beginning of co-operation. From credit, co-operation has to extend to, a number of other activities in the village, including co-operative farming. In co-operation hard and fast rules of development cannot be made and every step is determined by the experience of the people. The second aspect is that every family in a village should be member of at least one co-operative society. The third aspect is that the co-operative movement should aim at making every family in the village creditworthy. At present, even in areas in which the movement has spread most, only 30 to 40 per cent of families are able to satisfy the tests laid down. The primary co-operative society and the village panchayat have to work in unison if the needs of all the families in the village are to be met."

"More than 380,000 villages have populations of 500 or less and the question of combining small villages into units with the population of about 1,000 deserves to be examined. It is necessary to have villages which are small enough to have a sense of solidarity and yet not so small that personnel cannot be provided for the essential services organised for their benefit. Considerations which bear on the organisation of convenient village units are also relevant to the consideration of the size of the primary cooperative society. Its area of jurisdiction should, on the one hand, be large enough to make it an efficient unit and, on the other, it should

not be so large that it might become difficult to secure amongst members the knowledge, the sense of mutual obligation and concern for rehabilitation of the weaker sections of the community and the intimate contact between the committee of management and individual families without which cooperation cannot make a real impact on rural life. Cooperatives, like village panchayats, are institutional agencies for achieving social cohesion."

26. Let me express what I have said in a different way. There can be no single ready-made solution for the problem of revitalising the rural credit movement. The solution will be different in different areas and different groups of societies. The essential elements in this process are (i) developmental expenditure under-taken by the State with maximum local co-operation for increasing employment and production; (ii) increased production in the village through such expenditure; (iii) savings effected from increased production and (iv) such savings coming back to the movement. Obviously, societies in the more favoured regions can be revitalised much more easily than those in the less favoured ones. In these latter, State should undertake developmental programmes—medium and minor irrigation, contour-bunding, afforestation etc.—and people should make their own contribution by means of labour to their execution. With the increased production resulting from these, the villages should finance the requirements of the cooperative movement. It is for the N.E.S. Organisation—let me repeat that this means the State organisation at all levels—to devise suitable programmes for each area, out of the allocations in their plans, which will evoke popular participation to the maximum and lead to increased saving and investment. There can be no other solution.

27. When the reorganisation of existing villages as envisaged by the Planning Commission is completed, the resultant picture will be somewhat as follows:—There will eventually be in the country about 2,50,000 primary multi-purpose societies with as many panchayats with identical jurisdiction and each village society will have on an average of 200 to 300 members with transactions of Rs. 20,000 to Rs. 30,000. Both panchayats and primary co-operatives will be linked up to units at higher levels. The co-operatives will be linked up to unions and through them to processing and marketing and other societies as well as to central

banks and apex banks. Similarly, the panchayats will be linked up to taluka or tehsil and/or district panchayats and through these to the broader administrative structure of the State.

28. The aim of the co-operative movement should be two-fold: (i) within a specified time the village primary societies should increase their membership so as to bring in all the families in their areas and also find from their own resources the short-term capital needed by them, (ii) and within a specified time each village society will work up to a target for investment in the national savings movement, all co-operatives becoming 'recognised agents'. As targets for the period of the Second Five Year Plan, I suggest that the movement should cover half the families in the villages and provide by 1960-61 about Rs. 150 crores for short-term credit, and make contributions to the national savings movement beginning from Rs. 40 crores in the current year and raising to Rs. 60 crores in 1960-61, in addition to the contributions they are now making. Obviously, the societies that have been working for some years can do better than those recently formed and those in comparatively backward areas. In the aggregate, however, these targets constitute a small portion of the additions to the national income resulting from developmental expenditures in the Second Five Year Plan and in my view can be realised. During the Third Five Year Plan, it is hoped that all village societies will have increased their membership so as to cover all the families in their jurisdiction; contribute the entire short-term credit needed by the movement, namely—about Rs. 500 crores a year at the end of 1965-66—and make an annual contribution of Rs. 100 crores to the national savings movement. Here again, I do not think these targets are difficult to reach, having in view the additions to the national income in the rural sector likely to be generated by development expenditures in the Second and Third Plans. Even if all these targets of savings are fulfilled, agriculture would provide only a fraction of the expenditure needed in the rural sector in the Second and later Plans. The capital for irrigation and power projects and other schemes of long-term economic development will have to be found from outside the rural sector.

29. To carry out these programmes the States would need a highly trained staff of Registrars and Deputy Registrars. These should be men with wide knowledge of the co-operative movement in India and in other countries and intimate contact with rural life and problems. It is equally essential that the co-operative movement

should be able to attract at all levels large numbers of non-official workers with missionary zeal and sympathy. Such workers will be attracted only if the 'moral' aspects of the movement are always kept in view and it remains a dynamic, people's movement.

VI

30. I now come to my third point. In an under-developed economy suffering from acute unemployment and under-employment, programmes for harnessing the vast unutilised energy in the country-side for carrying out works of benefit to the community are of the highest value. In the N.E.S. and Community Projects areas; much is already being done in this respect and Shramdan weeks are becoming popular everywhere. In the coming years, these efforts should be organised with the aim of building up permanent assets for villages like small irrigation works, afforestation and soil conservation, fuel plantations, improved village pastures etc. A five-year programme should be prepared for each N.E.S. block in which programmes of works for (i) individual villages, (ii) groups of villages, and (iii) the entire block should be prepared on a co-ordinated basis and each village authority should carry out its own share of this comprehensive plan.

VII

31. If the National Extension movement is to be in a position to undertake the responsibilities I have described, we should organise educative efforts on a nation-wide scale. Every one connected with the movement should understand its relation to the Five Year Plans and the responsibilities it has to undertake for their successful achievement. For the higher officials, the regional seminars should be utilised for discussions of these general aspects. Lectures on these aspects should also be included in the courses of instruction given to Block Development Officers and Village Level Workers. Further, in every N.E.S. block, 3 to 4 months in the off-season should be systematically devoted to such programmes. These should take two forms. First, there should be refresher courses for village level workers and other Officials, including the training of village teachers and or the younger men in villages in the duties of secretaries to panchayats and/or co-operative societies. Secondly, there should be seminars for non-official workers in villages for short periods in which they should be given a clear idea of the essential features of

our Plans and of the responsibilities devolving on them for stimulating production and savings and working panchayats and cooperative as agencies for these purposes. I suggest that suitable curricula should be devised for these different purposes and 'talking points' prepared and circulated. These can be useful as 'guides' but it is only by experience over a period that those engaged in these activities—officials and non-officials—will learn the best methods of approach.

VIII

32. In what I have said I have attempted answers to the questions I put at the beginning of this talk. These are in general terms. It is for each State Government to apply these to their own conditions, always remembering that our Plans are national Plans which need sustained national efforts over long periods, for their implementation. It is only by making this great national effort for production and saving and social justice that we can achieve unity and preserve our democratic institutions and way of life.

33. I am afraid I have detained you much longer than I intended. If I have succeeded in communicating to you even a small part of the sense of urgency that I feel, I shall consider myself amply rewarded. As one who has spent many years in administration, let me say that administrative efficiency can contribute, more than any other single factor, to the success of the Second Five Year Plan. Here is a challange to all of you. This efficiency should take several forms. In planning and executing every large or small project, there should be concerted effort to achieve the utmost economy in terms of time, money and resources and to ensoure that the maximum results are secured for the expenditure incurred at every stage. Also, supplies and services should be organised in such a manner that they are available at the right time when they are wanted and at places convenient to the people. There is another point which is much more important. It is this. A welfare State is the most difficult thing that has ever been attempted hitherto. It demands a greater degree of true citizenship from every one than has ever been demanded before. In all our measures, therefore, our aim should be to see that in all fields of endeavour the people concerned are enabled to manage their own affairs—in other words that the creative energy of the people is released. The Welfare State is a constructive and co-operative enterprise in which all sections of society should be enabled to play a constructive part.

ANNEXURE I

Village Self-Government In Democratic Planning*

by

Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission

Throughout India's long history, the village has always been an important administrative unit and has always had a large measure of autonomy. This was inevitable in the government of a big country—especially one in which agriculture constituted the main occupation of more than 80 per cent of the population. The disintegration of village life began early in the nineteenth century owing to causes which are well known. The question before the country now is how to build up village autonomy in the present circumstances and in accordance with modern conditions.

It is obvious that India's rural problem cannot be solved except on the basis of self-help and cooperation. It is only if the people of a village accept responsibility for improvement that any plan of rural reconstruction can succeed. As the Grow More Food Enquiry Committee said :—

> "No plan can have any chance of success unless the millions of small farmers in the country accept its objectives, share in its making, regard it as their own and are prepared to make the sacrifices necessary for implementing it".

The programme of work placed before the N. E. S. movement which will cover the whole country by the end of the Second Five Year Plan is as follows :—

(i) Every family should have a plan of improvement of its own—improved agriculture, cottage and small-scale industries etc., the necessary assistance should be given for the implementation of this Plan.

(ii) The cooperative movement should be spread so that every family is represented on at least one cooperative society in its own right.

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*Contributed to the *Economic Review* and *Arthik Sameeksha* of the A.I.C.C. on the occasion of the 62nd Session of the Indian National Congress to be held at indore in January 1957.

(iii) Every family should make its own contribution in labour and/or money for works of permanent benefit to the community, and in this way the vast unutilised energy in the countryside should be harnessed for the benifit of the community.

(iv) A well-organised women's and youth movement should be developed in all villages.

Such a programme can be carried out only on the basis of the people in every village accepting it as the goal and working for its achievement.

For carrying out these functions, we should build up a free and vigorous village life linked up to productive activities through (1) a village panchayat, (2) a village multi-purposes cooperative society. Broadly speaking the functions of the village panchayat will be administrative and regulatory and those of the cooperative society will be to stimulate social and economic development. These functions are closly inter-related and neither can be useful without the other.

The functions of the village panchayats in regard to the formulation and implementation of village plans have been set out in Chapter VII of the Second Five Year Plan as below :—

"(1) Framing programmes of production in the village ;

(2) In association with cooperatives, framing budgets of requirements for supplies and finance for carrying out programmes ;

(3) Acting as a channel through which an increasing proportion of government assistance reaches the village ;

(4) Developing common lands such as waste lands, forests, abadi sites, tanks, etc., including measures for soil conservation ;

(5) Construction, repair and maintenance of common village buildings, public wells, tanks, roads etc.

(6) Organisation of mutual aid and joint effort in all activities ;

(7) Promotion of cooperative societies;

(8) Organising voluntary labour for community works;

(9) Promoting small savings; and

(10) Improvement of livestock."

It is gratifying that considerable progress has been made in the establishment of village panchayats in most States. The number of villages covered by panchayats in March, 1955, was about 364,000 out of the total of about 500,000 villages in the whole country. In many States, all villages are covered by panchayats and in the rest study progress is being made in this direction. All the Acts of the States give fairly comprehensive powers to panchayats.

In the field of cooperation, however, much progress remains to be made to achieve the ideal of having a multi-purpose society for every village. Experience has shown that no system of rural credit can be effective unless (i) the credit is linked up to plans for increased production for every family in the village; (ii) the village community accepts responsibility for seeing that credit is used for the purpose for which it is given and repayment is made punctually; and (iii) every family is induced to save systematically and a sence of corporate responsibility is developed so that within a limited time the village itself provides the funds needed for its cooperative society.

The N.E.S. movement has provided a strong, well-trained official organization to guide the villagers in making these two institutions really effective. For every 5 to 10 villages there is a multi-purpose village level worker and in every block there are teams of experts whose duty it is to assist every village and, through the village organisation, every family with the technical advice which it needs. There are also trained technical staff at higher levels. Tne guidance of these official agencies and of non-official workers at all levels is available for this programme of laying the foundations of the village self-government.

It is not to be understood that I regard the existing village boundaries as sacrosanct. Far from it. In modern conditions many of them are too small. There are over 380,000 villages with a population of 500 and below and more than 100,000 villages with a population between 500 and 1,000. In my view,

these should be merged together so as to form convenient units with a population ranging from 1,000 to 1,500, that is, about 200 to 300 families. Such units can provide effective leadership and also sufficient financial resources for devolopment while at the same time there will be a sense of solidarity and all the families, will be known to one another. It is the villages thus integrated that should form the basis for self-government, each having a panchayat and cooperative society. It is also essential that these units should establish close contacts with adjoining units and higher units at the block level. Village panchayats should be linked up with taluka or tehsil panchayats. Village cooperatives should be linked up with unions and also with processing and sales, societies at higher levels. It is only through these forms of integration that the village units can work efficiently and fit into the larger life of the community.

It goes without saying that much educative work will have to be undertaken to give members of village panchayats, Directors of Cooperative Societies and other village leaders a clear idea of their duties and functions in a plan of intensive rural development. At the headquarters of every N.E.S. block there should be permanent arrangements for this kind of work during the off season when there is no cultivation in progress. The educative work should not be confined to the administrative and regulatory functions of panchayats and to cooperation but should embrace all aspects of development including increased agricultural production, use of fertilisers and manures, making of composts etc. The aim should be to see that the support of the best non-official leadership available in the block is enlisted for rural development and that these leaders are made sufficiently acquainted with the programmes.

Whenever we talk of village panchayats and cooperatives, mention is made of village factions as a powerful factor hindring their healthy development. There is no doubt that factions do exist and that every effort should be made to see that their bad influences are eliminated. My own view is that most of the evils in present day village life are traceable to the long period of enforced unemployment in agriculture—to the many months between monsoons during which no agricultural operations are possible. The remedy lies in a plan for increased employment and production for every family. If villagers as a body are organised for a concerted attack on poverty and for raising standards of

living appreciably through their own efforts, many of the evils in village life will disappear. This is the basic idea underlying the N.E.S. movement.

I have brought out in a general way the lines on which village self-government should be reoriented to suit the requirements of our plan. There should be no drive for rigid uniformity. Every State—and in fact different areas in States—should work out patterns which will suit their own conditions. What is essential is that everywhere villagers should be enabled to take their own decisions, become members of cooperative societies in their own right and contribute as much voluntary labour as they can to works of benefit to the entire community. It is only thus that improvement can become possible on the scale we desire.

ANNEXURE II

Introductory remarks during discussions with States on agricultural production programmes

I should like to explain the background and purpose of the present discussion with State Governments.

2. The programme of industrialisation with special emphasis on heavy industries embodied in the Second Five Year Plan is bound to lead to a demand for largely increased agricultural production. This demand has already arisen and, as internal production is not adequate to meet it, price levels have increased. To meet the current situation arrangements have been made for imports of agricultural surpluses from the U. S. A. This is, speaking broadly, a three-year programme. It is obvious that such imports cannot be continued. For implementing the Second Five Year Plan, the country should raise its agricultural production within the next two to three years to a level at which it can ;

(1) make up the present shortage,

(2) meet not only the demands of the growing population but also of the additional demands generated by the large development expenditures that will be incurred in the coming years, and

(3) in addition, provide a surplus for export.

In February 1955, the Planning Commission placed before States the goal of doubling agricultural production within the next ten years. It is only a programme of this magnitude that will meet the requirements of the Second and Third Plans. For the Second Plan period, the target to be aimed at should be forty per cent increase. Apart from other considerations, this order of increase is necessary to raise agricultural incomes and reduce the gap between these and non-agricultural incomes. It must also be mentioned that there can hardly be any increase in the provision for agriculture as there is a large gap in the resources needed for the Plan even with its present size. But readjustments can be made under different items in the provision for

agriculture and allied heads, and short-term credit will be made available over and above what is contemplated in the Plan.

Coming to the measures needed for achieving the end in view, I would first refer to programmes for the areas under paddy and wheat. In India, there are about 100 to 110 million acres under these crops—about 75 million acres under paddy and the rest under wheat. These have secure irrigation facilities or adequate rainfall. Also, in respect of these crops, the Agriculture Departments have evolved approved varieties of seeds. In the next two to five years—the length of time varying according to local conditions in regions—there should be carefully worked out programmes for (i) covering every acre of this area with improved seed *and* (ii) ensuring that, along with this, every acre of land is supplied with fertilisers and organic manures and green manures. In other words, the best results should be achieved by the use of improved seeds *and* fertilizers and organic and green manures over the entire area and the adoption of the best cultivation techniques. It should be emphasised that the seed, fertilizers and organic manure programmes are not separate programmes. All of them should be used in the right proportions on every acre of land. Among cultivation techniques prominent mention should be made of the Japanese method of cultivating paddy. This method should be extended to every area for which it is suitable.

4. On the technical side this programme means carefully planned arrangements for (i) seeds farms for raising nuclear seeds and (ii) multiplication of seeds through registered growers bearing in mind the requirements of the *entire* area to be covered under each seed farm. Provision has been made in the State Plans for new seed farms. The opening of the requisite number of farms for the needs for the paddy and wheat areas should receive first priority; also the seed stores needed. For obtaining lands for these farms, efforts should be made wherever possible (i) to obtain for them lands in excess of ceilings prescribed under land reform laws, (ii) to lease out lands where land values are high, and (iii) to enlist the co-operation of efficient cultivators with compact holdings.

5. It would not be possible to import fertilisers on any appreciable scale in the next two to three years as foreign exchange is short. Experiments have shown that chemical fertilisers

yield good results *only* if they are used along with organic and green manures. Steps should therefore be taken to organise (i) production of compost—urban and rural—on the largest scale possible and (ii) production of seeds etc., for green manuring of fields. The aim should be to see that supplies are available to enable use of these in *all* fields. As regards green manures, special measures are needed for individual areas in each State. These should be carefully worked out. This programme is very important, as comparatively little has been done towards it hitherto. By the end of the Second Five Year Plan, the production of chemical fertilisers will increase to about 2 million tons and the programme of organic and green manures will have to be expanded many times to provide the supplies needed to balance this increased output of chemical fertilisers apart from the fact that the use of organic and green manures by themselves will add considerably to production.

6. On the administrative side, the N.E.S. and Community Projects constitute the most suitable agency through which to reach every village and every family and to mobilise local resources and enthusiasm for increasing production and raising living standards. In opening N.E.S. and C.P. blocks, preference should be given in the early years of the Plan to the paddy and wheat areas in which intensive work is to be taken up. In every village, there should be a village panchayat and a multipurpose co-operative society which would see that (i) every family has an *integrated* plan for the use of approved seeds, fertiliser and organic and green manures on its holding; and (ii) every family is assisted with short-term credit in money or kind, for this plan. This family approach is essential from the point of view of social justice and of raising the level of living of the 'under privileged'. Unless the benefits of the extension movement accrue to all sections of the community within the shortest possible time its entire purpose will be defeated. The panchayat and co-operative society should see that the credit is used for the purpose for which it is given and that repayment is made in time—immediately after harvest. In this way—by programmes for increasing production—every family should be made fit to be represented on the co-operative society in its own right—*i.e.*, should be made creditworthy. These village institutions should be brought into existance as quickly as possible in the meantime, credit and supplies might be organised through other agencies—*e.g.*, village level workers and *ad hoc* village councils.

In addition to organisation at the village level through which alone individual families can be reached, there is need also for adequate organisation for groups of villages. Thus, for every group of, say 20 villages or so, there should be a co-operative union which would maintain a seed store, make fertilisers and agricultural accessories available and organise warehousing and godown facilities for the marketing of agricultural produce. Through such arrangements credit should be linked effectively both to production and to marketing.

7. So far, I have dealt with paddy and wheat. Millets are also important. In fact, in the economy of some States, millets occupy a predominant position. Jowar is cultivated in over 45 million acres and bajra in over 27 million acres. In Jowar, improved strains have been evolved. The multiplication of seeds should be organised and their use spread through N.E.S. and C.P. blocks in the manner already described. In the N.E.S. and C.P. blocks in paddy and wheat areas, there will always be other crops and these should also receive attention.

The programme for increased production of cotton is being dealt with separately. The programmes for sugar cane, groundnut and other crops should also be stepped up.

8. There is also another important point which I would like to mention. In the Second Five Year Plan, there is a large provision for contour-bunding and allied programmes. In these, the N.E.S. and C.P. agencies should assist by enlisting local participation on the largest scales, so that with the financial provision that exists, the maximum areas may be covered. These measures constitute the best means of increasing production in dry areas.

9. I notice that in some States the minor irrigation programme is regarded as one to be carried out by the State and little or no effort is made to secure local contributions in the shape of money or labour for such works. I hope that in every case—whether in N.E.S. and C.P. areas or outside them—local contributions would be secured for such works.

10. It should be made clear that while this two or three year programme is implemented, the other programmes in the N.E.S. and C.P. areas should not be lost sight of—especially consolidation of holdings, etc.

11. I recommend that in the land reform legislation of States there should be provisions for enforcing minimum standards of cultivation. Though the policy should be invariably to secure such standards by voluntary measures through the N.E.S. and C.P. agency, such a legal provision would be useful.

ANNEXURE III

Progress of major and medium irrigation schemes in the First Plan

State	Irrigated area expected to be irrigated on completion and full development of projects included in the First Plan	Additional irrigation in 1951-56 (000 acres).			Remarks
		Anticipated in 1951-52 (as published in first plan)	As reported by States in 1955-56 in connection with the preparation of the Second Plan	As reported by States in 1956-57 in progress reports.	
1	2	3	4	5	6
Andhra . . .	1960	...	89	99	
Assam . . .	234	218	152	35	
Bihar . . .	2576	657	689	265	
Bombay . . .	1505	474	309	43	
Madhya Pradesh .	244	114	10	10	
Madras . . .	396	435	240	221	
Orissa . . .	1875	480	90	115	
Punjab . . .	3280	666	1520 (incl : Bhakra 962)	466	
Uttar Pradesh . .	1920	1361	1674	740	
West Bengal . .	2144	917	639	223	
	16134	5322	5412	2217	

1	2	3	4	5	6
Hyderabad .	1527	306	72	100	
Madhya Bharat .	706	83	120	78	
Mysore . . .	384	30	39	28	
PEPSU . . .	1011	. .	204	163	
Rajasthan . .	1758	243	182	106	
Saurashtra . .	270	108	116	56	
Travancore-cochin .	138	17	38	46	
Jammu & Kashmir .	170	76	35	20	
	5964	863	806	597	
Ajmer . . .	10	. .	1	1	
Himachal Pradesh .	100	75	24	13	
Kutch . . .	48	38	24	2	
Vindhya Pradesh .	37	. .	. .	. .	
	195	113	49	16	
Bhakra Nangal . .	3604	1361	included in the figures of Punjab, Pepsu and Rajasthan.	1181	
D.V.C.	1141	595	included in the figures of West Bengal.	. .	
Hirakud	1785	261	. .	. .	
	6530	2217	. .	1181	
GRAND TOTAL .	28823	8515	6267	4011	

ANNEXURE IV

Agricultural Credit Societies

	Upto end of 1952-53	In 1953-54	In 1954-55	In 1955-56*
	(Amounts in lakhs of rupees)			
Number of societies . .	1,11,628	1,26,954	1,43,320	1,59,939
Number of members . .	51,26,002	58,49,380	65,65,416	77,90,850
Share capital paid-up .	9,90'09	11,43'29	13,26·44	16,80·33
Working capital . . .	49,18'34	54,40·84	62,92'70	79,10'18
Deposits held				
Members	2,57·70	2,78'32	3,22'16	4,09'05
Non-members . . .	1,60'59	1,62'86	1,83'92	2,35'07
Societies	23'51	20'14	38'31	60'57
Cash				
On hand	1,49'22	1,66'81	1,96'17	2,69'67
In banks	97·20	1,33'70	1,44'59	2,22'89
Investments on				
Land and Buildings . .	50'39	58'55	63'88	1,02'65
Trustee securities other than land and buildings .	98.68	1,10'12	1,39'25	2,02'42
Deposits with banks .	2,08'83	2,04'78	2,28'46	3,14'54
Other assets . . .	5,30'93	7,02'37	8,24'33	10,68'12
	8,88'83	10,75'82	12,55'92	16,87'73
Percentage of overdues to outstandings . . .	28	29	30'3	25

*Figures are provisional.

Summary of the Speech delivered by Shri S. K. Dey, Minister for Community Development at the opening session of the Sixth Development Commissoners' Conference held at Mussoorie in April 1957.

Before I proceed to address myself, my friends comrades—new ones as well as old ones from the different corners of India, I should like to seek your permission to offer my very deep gratitude to my colleagues from the Central Council of Ministers, who have taken pains, leaving their work behind and coming all this distance to participate in this Conference and give us their guidance. Somehow, as I look around me, I cannot resist the sense of the end of an epoch and the beginning of a new one. Perhaps this Sixth Development Commissioners' Conference represents the last Conference of Development Commissioners by themselves alone.

Five years ago, almost exactly this time, the Prime Minister consecrated the programme of community development to the people of this country. It is the Development Commissioners who were charged with the primary responsibility for this programme. They were expected to deal with almost all aspects of life that relate to the rural areas. We have groped in for five years to the best of our ability. I know fairly intimately the people who have worked in the field—the Development Commissioners, their Deputies, the Collectors, the Block Development Officers and the Village Level Workers. Almost as much as could be done in the circumstances in which we functioned, I feel, has been done. Very true, we know the programme today much more than we knew it five years ago. Certainly, we know much more about the problems ahead, the new steps that need be taken. But if we knew these problems when we began this programme, I would like to say with all humility, this programme would have never been started. It would have been something like a child beginning his study with differential equations. He would never know Arithmetic. Knowledge and performances on a Programme of this nature have to be gradual and evolutionary.

As I look back, I find we never failed to acknowledge our errors. We never failed to adjust ourselves to a new situation

when we knew that the old situation no longer holds. This Conference of ours happens to be unique in many respects. It is something the like of which, as far as I know and as far as I can think, we have never had in the whole history of the Government of India. Never in this history of administration have representatives of all departments of States and representatives of all Ministries in the Centre participated in a common national Conference. At no time have Ministers, members of the Planning Commission, important non-officials participated in a Conference meant for officials—the Development Commissioners. Officers from States do usually accompany their Ministers when there is a Ministerial Conference to assist their Ministers. At no time however, do Ministers from the Centre or even from States participate in Conferences purely for officers.

Again, we have here before us representatives of the Press. We deliberately chose, after this period of five years, to open ourselves without fear before the whole world and say what we think about this programme, what we feel about this programme, what we have achieved in this programme and what difficulties we have encountered about this programme so that the whole world can share our agonies as well as our victories and advise us on what needs be done by us, so that we could follow the consensus of the wisdom of our people and create also the public opinion accordingly.

What have we done on this programme ? Five years is a long period and it is a very significant period. Our plans are meant for five years. Even our educational systems are usually geared to five year's period. Therefore, it is very significant that we have met here after a period of five years to analyse, dissect and find out what we have done, what we have left undone and what needs be done.

We have achieved one thing. We have placed villages on the map of India. We have for the first time also, after a very long period, placed the administrative agency into the picture of India for real purposes of administration, *i,. e.* for the welfare of the people. Five years of the struggle has changed administrators beyond recognition. I look at myself in the mirror and I cannot recognise myself as I compare myslf with what I was five years ago. I know, the same applies to all my friends, without any exception, those who have faced people. When people face papers, they do

not know what is happening except cold figures which give nothing in turn to stimulate the emotional part of man with the nourishment that he requires, if he is to grow. But when a man deals with human beings, with their problems of life and tries to enter into their souls and responds to pulsation generated by the hopes and frustrations and fears of large masses of people, he grows to be something much more than an individual. He acquires a new outlook and he almost transcends himself. That is precisely what has happened in quite a large degree with the administrative apparatus which has struggled practically by itself alone, during all these years. In the process, we have also succeeded in attracting the Departments of States to join in the movement. Even those departments which were merely watching have at last been coming near cooperating with the programme. Their participation has also begun to be in evidence The fact that today at the Centre there is a co-ordination committee with the Minister for Food & Agriculture as the Chairman and the Minister for Community Development, Minister for Agriculture and officials of bother the Ministries working together on a common programme alongside the programme of the Planning Commission is a happy indicator of the direction in which we have already begun to traval. A few days ago, we achieved a similar arrangement for co-ordination with the Social Welfare Board which is predominently a non-official organisation intended to work for the welfare of women and children. A similar arrangement for co-ordination is now in the offing with the Ministry of Industries & Commerce. The Minister for Industry & Commerce, Shri Murarji Desai, was extremely eager to come and participat in this Conference. He recognises that we have no future unless we build up agriculture as the base of the economy of this country, also that agriculture in this country cannot be built up unless simultaneously Village and small-scale industries for the needs of the common masses of the people in the villages are also built up. He was eager to come, but at the last moment he failed to come because of his physical indisposition. He told me to convey to this conference that he looked forward to having a conference in Delhi or elsewhere on Industries in the near future. Perhaps, this can be arranged when we meet at the next National Development Council in Delhi where the Development Commissioners will be present. We can also have the Directors of Industries joining us there. The Minister for Commerce & Industries has also agreed to meet in future when-

ever he visits states, the Development Commissioner and the Director of Industries, and discuss the common plan of the State. If facilities are provided, he will be glad to visit Community Project areas and find out what is happening, what needs to be done, what are the gaps what are the difficulties and how they can be overcome.

This is so far as co-ordination with various agencies is concerned. The same thing more or less has begun to happen in the States. The very fact that such a large galaxy of technical talent from States have gathered here in this conference to participate in our deliberations indicates that there is a very earnest desire on the part of technical agencies to share the singular effort which has been borne so far by the administrative agency.

As representatives of people, we have been shouting all these years that if this programme is to go ahead we must be able to transfer its title-deed to the people. It has to be done through institutions of the people. How can we build up the institutions of the people unless the people's representatives participate in the building of those institutions ? Unfortunately, we have had very little participation from people's representatives. There is no question of finding fault with one or the other. I believe, there has also been an unjustified resistance on the part of the government agency, based on total misunderstanding and certain amount of fear, and a certain amount of complex about its own position which have prevented it from going all out to seek the cooperation of the non-official representatives. Similarly, I am afraid, there has been a resistance on the part of non-officials to associate themselves with officials in day-to-day work which requires considerable amount of time and attention and which does not give any immediate return. Fortunately, after five years of work the administrative agency has begun to realise that it cannot be a substitute for the people or a people's agency. It has also realised that every thing that we have so far done will be completely undone and will go the way of all works that were undertaken in the past, starting from Fatehpursikri, unless we are able to build up the non-official agencies of the people which can maintain the amenities created and build further on the foundation of those amenities. Government agency is, now eager to come forward to invite and welcome the non-official representatives of people. On the people's side also, I am very happy to see a bignning of a realisation that the future of non-

official agencies themselves is in very serious danger unless there is a change in the approach. The people in villages who were so long asleep, would not raise a single voice even if they were kicked, are no longer prepared to continue in slumber. They have stood up and they are no going to be content with statements of why things are not being done. They would like to see what role the people's representatives in this programme of building the life in the villages have played and how far they have succeeded. In future, it is that which is going to determine as to who should represent the people. That sharp realisation is already there and it is beginning to take roots. Therefore, when we meet here after five years, we meet under very happy auspices when technical non-official and administrative agencies are all willing to come forward and work together.

Now I would like to give a very brief review of the programme.

Agriculture

We have done a tremendous lot in the field of Agriculture. There is no question about it. And yet that "tremendous lot" is a mere comparative expression. Every village in India has a few cultivators who are producing three to four times the average production of crops in India. How do they do it? Simple methods and hard work. If the same techniques, the same approach could be extended to all the people in the villages without importing any high sounding techniques from abroad we do not see how and why we should not be able to produce 100% increase in agricultural production in the near future. Progressive agriculturists in the villages will be prepared to play their part in extending their knowledge to others, but they have to be given due recognition. All this talk about working for love is totally meaningless. In the whole world nobody wants to work for love except to totally mad people. There must be some enlightened self-interest. We have to find some administrative measures by which we can give recognition—administrative recognition to people whom we wish to enlist to our service for propagating agricultural techniques. Secondly, even after the techniques have been extended we require supplies. It is no use talking about improved seeds when we do not have them. Similarly, it is of no avail to talk of chemical fertilizers if we do not have them. It creates only frustration and next time when progressive agriculturists or Government officials go round talking about such things they are laughed at.

It is not possible for the Agriculture Ministry or Agricultural Department all of a sudden to get something out of the bag like a magician. We do not produce chemical fertilisers through black magic. Nor do we produce improved seeds likewise. It is a long process and thank God that it is a long process. Nature works in a very slow and in a very evolutionary way. The same applies to the field of technicians. We never had technicians below the district headquarters. Only in certain advanced States, we had some technical people at times at level of the tehsil further assisted by one overseer and two fieldmen or one fieldman and two mistries. They were supposed to look after an area inhabited by about 200 to 300 thousand people. Even today there are States in India where we do not have one single Agricultural Officer at the district level. Mind you, it is nobody's fault. The British Government was not interested in developing the countryside. The provincial governments which with the introduction of provincial autonomy came into the hands of the people, did not also take very serious interest about development of the villages. They did not also have the resources. The result was that technical departments did not grow up. Even if you wish to give institutional training to all persons needed, it takes four to five years to produce an agricultural graduate. But an agricultural graduate from a college means nothing. In fact, unless his agricultural training in college is supplemented by practical experience based on trials and errors in the field in many ways he may be even worse than a person who does not have academic agricultural knowledge at all we cannot find immediately technical officers to go round all over the country. We know, this is a serious limitation. No Ministry of Agriculture or Department of Agriculture can short circuit this process. But a beginning can be made. And if a beginning is made today, in the Third Five Year Plan, we shall have a sufficient number of people with experience to help us in our programme.

How is a beginning to be made? In a way, that beginning has been made in the Second Five Year Plan through the opening of a large number of agricultural colleges in the country and expanding the accommodation in the existing agricultural and animal husbandry colleges. Steps have also been taken by the Agriculture Ministry to send out people who have had some experience in their States to get experience in foreign countries so that they can come back and extend what they have learnt there in

our own country. Mean time, we have to take increasing help from progressive agriculturists and treat them as substitutes for trained agricultural officers maintained by the Government. We have to go all out to evolve administrative measures which will make this possible.

Seed Farms

Seed farms have been introduced by the Ministry of Agriculture. The scheme is now being implemented all over the country. The sooner this plan can be completed the better off shall we be in the matter of improved seeds for distribution and seed multiplication by farmers themselves. The same applies to the question of green manures. We have to produce the green manure seeds. Sometimes ago, in Delhi the heads of Agricultural Departments from States the Development Commissioners and representatives from the Ministry of Food & Agriculture and Ministry of Community Development met to discuss and evolve measures for implementation of the agricultural programme agreed upon between the State Governments and the Planning Commission. As a result, certain measures have been unanimously accepted for adoption by all States, subject to adjustment according to local conditions. Meantime, every effort is to be continued for building up the permanent frame work for agricultural programmes in the Third Five Year Plan.

Animal Husbandry

We have been trying our utmost to see that animal husbandry is propagated well. We are going all out to produce poultry, sheep, goats, and fish in abundance. Availability of chicken, fish, mutton, etc., in sufficient quantity correspondingly reduces the demand for cereals. To that extent it releases the pressure on foodgrains, facilitating production of other cash crops through which we can earn foreign exchange for industrial development of this country.

Irrigation

In the field of irrigation, we have the large river valley projects, some of which have just begun to come into utilisation. We have also simultaneously large tubewell projects under the Grow More Food Scheme sponsored by the Ministry of Agriculture. They have been concentrating on a large area of the country in

Community Development and N.E.S. blocks. Already these have begun to give dividends. I have seen the areas which have been electrified. With electrically operated tubewells, the entire countryside has changed in comparison with other areas which are still continuing with the Charsa and the 90 and 100 feet deep ordinary well irrigating just half an acre of land through somebody working for 24 hours at a stretch. We have to do one thing in the field of minor irrigation which I would like to present before this Conference because we have here quite a number of engineers from States representing Irrigation Departments. There has been a conspicuous shortfall in the field of irrigation as compared to other programmes and there is no valid reason for it. We have just 20% of the agricultural land irrigated by water ; 80% still remains dry. Normally, one would have expected that the people would jump at the very thought of getting some funds from the Government for adding to the irrigation facilities. The main difficulty has been the shortage of trained engineering personnel. Secondly, the fact is that the Irrigation Department has treated it, in a way, as a programme of secondary importance. I do not blame the Irrigation Departments because Irrigation Departments are dealing with giant projects. People who are used to huge projects will naturally be inclined to pay less attention, comparatively, to small schemes which will irrigate 10, 15 or 20 acres. I do not therefore, expect that the Chief Engineer of a State will go from village to village and try to implement these minor irrigation schemes. If he does so, he will do damage to himself as well as to the programme. It is some-thing like the Chief Secretary of A State, if he is really good at his job, being placed as a Patwari. He will be a misery to himself, and a menace to the people of the village. What is the remedy then ? We do not want to function outside the Chief Engineer's Department. The Chief Engineer has to appoint somebody else for looking into the minor irrigation programme on his behalf and get this programme dealt with through local overseers who will be functioning in the blocks under such supervision as is necessary from the district officers.

Education

There are large number of schools we have opened under the programme—about 20,000. We have also converted quite a number of schools into the basic type. But the schools have yet to be the community centres which they were once before. They

must conform to the culture and tradition such as we have in India. That is yet to come. Also, crafts as an integral part of the education of a child are to be universal in our schools. A beginning has been made, but a good deal remains to be done. Here again it cannot be the sole responsibility of the Development Commissioner any longer. The Departments have to come into the picture and take their due share of the task making use of the Development Commissioner to the extent the latter can be of assistance.

In the field of social education, again, we have done some thing of which we can be justly proud. Social Education as a subject was almost completely unknown in this country till five years ago. By social education everybody understood adult literacy. That Social Education implies the education of the people in citizenship is a new concept which has for the first time sturck roots in the soil of India. The Ministry of Education have started a fundamental institute of social education and have really chosen to appoint as the Principal of that Institute an officer who was responsible for initiating the programme of social education in the Ministry of Community Development. We have also advised the State Government to make social education an integral part of the educational programme. Social Education and education cannot be separated. The type of education that we have had from our childhood and still continue having is of course something different from Social Education. But that is not education in the real sense. The whole field has to be remodelled and if it is remodelled, social education automatically becomes a part of the educational system in the country.

Village Industries

This is a subject of which we know very little. In the field of agriculture at least we have progressive agriculturists who have gone ahead and taken to new techniques. What is of greater importance is that in agriculture we are not likely to produce in surplus at least during the next few years. But in the field of village industries it is not so much a question of techniques. Techniques of course, have to come in ; techniques—the old, the improved and interim techniques—we have to adopt under compulsion because we do not wish to make a sharp break from the past and create a serious dislocation in the employment situation in the country. But what is of the greatest importance, and what is intriguing the workers most in this field, is that there is a new

factor that comes into the picture *i. e.*, finding market for the products.

You cannot have the large-scale industries going on in the countryside or in towns and at the same time small industries, expecting to be able to sell there products in competition with the farmer. For the first time, as you know there is now one single Ministry in the Centre which will deal with the entire problem of heavy industries, small industries, cottage industries, village industries. All the Boards dealing with different spheres of the porgramme will come under the purview of that Ministry. Therefore, we shall also be in a position now to begin getting our own work coordinated with that Ministry in the way we desire. But we have a long distance to travel in this particular field, because there is very little knowledge available on the subject. The knowledge we have with our artisans is as old as man himself. The same primitive techniques, as I saw at Nalanda in the museum, which were current 2,500 years ago, are the techniques that are still prevailing in certain crafts even with some detrioration. Therefore, we cannot expect to learn much from our craftsmen. We have to learn new techniques through other methods. And we have to find new organisational methods for finding markets for these products and organise production in such a way that the maximum quantity of the production in the villages will be consumed locally. That cannot be done unless the village programmes for agriculture, for industries, as well as for all other subjects are integrated and planned by a common agency, the panchayats and the cooperatives.

Cooperatives

The panchayats and the cooperatives, therefore, become institutions of supreme importance in the planning of our programme. So far we have done cooperation in the field of credit. We have also established a few multipurpose cooperatives. But most of them have been multipurpose in name only. We cannot blame anyone because we do not seem to know how to get about it. Certain fundamental thinking has to be done on this subject. One way of thinking about it is that, instead of trying to build up cooperatives at village level one should try them at a higher level. There are, perhaps, administrative advantages in having cooperatives at a higher level. Yet, if the cooperatives do not have a very large bulk of the village population as members and if the

members do not know each other as neighbours, I do not see how, really, we can develop cooperation as a mode of living. If cooperation is to be treated as a method of business we may get cooperation by starting with joint stock companies for giving credit or providing supplies. It will be much more honest if we go about it that way. If we wish to have cooperation as a new way of living, we must see that cooperatives are opened, so that the largest number of people, both credit worthy as well as non-credit worthy, are enabled to become members of the cooperatives, participating in whatever benefits the cooperatives render. At the same time, they must know each other in such a way that they would be responsible to each other. Instead of being the cooperative for the whole community, let is not degenerate into a cooperative of a few who wish to swindle the many around them at government expense. That has happened of course in many parts of this country during all these years. Our Chairman here has been emphasising the question of every family being a member of a cooperative society by right. We have been hearing him every year, and we have been agreeing with him every year, and we have been recording our decision to act in that direction every year. But we have been doing mighty little about it so far. I do not blame myself nor do I blame any one here. We have not yet really known how it can be done. It is no use taking merely administrative decisions. Therefore, much more fundamental thinking on this subject is required. This gathering here, as far as I know, has not had that fundamental thinking, to be able to provide a spot answer to this question. This can only be taken up by the Ministry in this centre and their counterparts in the States.

Communications

We have built village communications thousands of miles of roads. These roads are now a maintenance problem. While in certain areas the roads have been built in collaboration with local bodies with proper specifications and proper alignments, in other areas the villagers and the village agencies have gone ahead, to build roads on the old foot-tracks or the cart tracks with no alignments what-so-ever and with no science entering into the picture. The P.W.D. now refuses to take over these roads. If we want to build up communications in the future, particularly now that we have taken a decision to cover the

country as a whole by the end of the Second Five Year Plan, it is of the utmost importance that we try to revive our memory of the Nagpur Plan and get the State Communications Departments to plan on the basis of that Plan so that even the village roads can be properly supervised and guided. Thus they could ultimately fit into the overall pattern and some day even the Kachcha roads could be taken over for metalling and after metalling for tarring and after tarring for cement concreting.

Women's Programme

When we began the women's programme we did not have a single woman in our Community Projects Administration. We completely forgot that it is not possible to strike roots with any programme unless women come into the picture. This was a later realisation. Even when the realisation came we paid lip sympathies perhaps because it was a men's organisation predominently and because it had a terrific pressure on it on one side for food production and on the other for the amenities programme. Our organisation had very little time to devote to evolving a programme for women, which, by its very nature, would have required much more sustained and much harder efforts. A beginning was made about two years ago, and since then we have made some progress. Women workers in increasing number are coming to enlist themselves both at the village as well as at block levels and to work on the women's programme. The recent coordination that we have tried to work out with the Central Social Welfare Board gives the programme wider powers. Central Social Welfare Board being predominantly a non-official organisation, the drive that we wish to make in the future, will be able to tap the vast reservoir of non-official women power which is lying virgin to be utilised for energising the women's programme. We must look forward to a very bright future provided the Government agency casts its own fear and mental reservations if any, and works with the Central Social Welfare Board and its organisation in the States in complete trust, confidence and cooperation.

Rural Housing

Under the housing programme, we have built quite a number of rural houses in different parts of the country. But these have satisfied the need of the under developed classes of our people only to a small fraction. Housing programme based on self-help and

on universality of application is yet to come. We do not have cement ; we do not have coal, steel ; we do not have many things in sufficient quantity. Therefore, utilisation of local materials in an elaborate programme of housing has to have primary importance in any plan that we try to draw up. Here again, I am very happy to inform you that the Ministry of Works, Housing & Supply in the Centre are now contemplating to create an extension wing for rural housing, not an extension wing manned by people who sit inside those wonderful and solid walls of the Delhi Secretariat and issue patterns as to how village housing should developed in the rural areas of Assam. Kutch and Kashmir but an extension wing manned by people who will go out to gather the experience of different States in the field of rural housing and make that available continuously to all concerned so that our knowledge in a particular State can ultimately approximate to the total pooled knowledge on the subject of the whole of India.

Arts and Aesthetics

In the field of art and culture we have been particularly guilty for the past 200 years, of banning almost all pleasures, except for the select few who can command pleasures for their limited entertainment. We must now encourage dramas, bhajans, kirtans, art and culture. We have started introducing art and culture in our Social Education Training Centres. When these social education organisers go out, they will help in the promotion of art and development of culture.

We talk of creating a new economic civilisation without realising that there is no such thing as a civilisation based on economics. A civilisation is based on culture. and culture is based on art. Economics is a means to civilisation. It is not the pattern of a civilisation. Art and culture must be propagated. We have already exhausted the stock that we have even in cinema films. No new topics are introduced except the triangular contests. People are completely sick of that. They do not see it in actual life. In spite of all efforts of our cinema producers, the triangular contests have not yet started in the life of men and women in this country to the extent those producers desire. So they go back to Shakuntla, Krishna and Radha and so on. Even these have been given in so many versions that there is very little left. It is necessary, therefore, that we get our artists and dancers from towns

and throw them physically into the countryside and see how they react. Perhaps, in the process they will learn quite a lot. It is to initiate that process of village yatras, village operas and village dramas and the village kavi darbars and the mushairas that we have got the social education organiser introduced into this programme.

Peoples Institutions

We are setting up a large number of panchayats in the country. Even those States which did not have any panchayats at all have begun to establish them. Panchayats cannot be created at the village level unless we have been able to strike a fatal blow at the root of the casteism and other 'isms' that are still prevailing. How do we do this ? A mandate does not help at all. If you analyse a bit, you will find that casteism is another manifestation of the feudalism in every one of us, which made it possible for the British people to come over to India and rule us by establishing feudal rulers in the various parts of the country. Britishers have gone out of this country, and the Indian rulers and the big zamindars who were the satelites of British rulers in India have also been disbanded. But what have we done to make sure that with the feudal rulers we have also been able to dispense with feudalism itself. No do we know that the Britishers who have left and the Maharajas who have disappeared would not be replaced by just their counterparts, if not today, in another 10 or 15 years from now? Parliamentary democracy is totally unreal and amiss unless it travels all along the line right, up to the villages. If democracy has to have any meaning it must function at the ground level. Today we are very fortunate in having in Parliament and at the helm of the Government a large number of political leaders who have been burnt inside out through long years of struggle and have been completely cleansed in the process. What are we doing to build up the future leaders who will come to Parliament and the State Leglislatures to represent the people ? They cannot represent the people unless we have built the base of democracy at the village level. Every body says there should not be feuds and all villagers must combine to participate in Panchayats. No one really shows what is to be done about it. We have at last been able to find an answer to this question. I would not say it is a total solution. It is an answer in so far as it represents the first step ; and if the first step is right, it certainly will lead to the next correct step. This is the subject which we are going to

discuss in this Development Commissioners' Conference. In fact, this is the crux of the subject for discussion. The subject relates to energisation of the technical departments and simultaneously energisation of the village people. The two have to be combined. You cannot separate the two. So we thought of the village leaders' programme—not the people who call themselves leaders; nor the people who get themselves elected to the village panchayats or the village cooperatives but village leaders in all fileds. Agriculture, animal husbandry, irrigation, would be taken up as one subject for these camps. We shall take village industries and housing as another subject. Women's programme and children's programme will be treated as the third subject. Similarly we shall take public health, education, etc. Every village should be able to produce five to six people who are interested in these particular problems, who have given visible demonstration of their aptituted in these subjects. We can organise these camps in a village level worker's circle of 10 villages in each group of subjects for a period of three or four days. It will involve no extra cost what so-ever because the villager can come from a radius of two or three miles in the morning, stay there for the whole day, have the Siminar based on their own knowldge and whatever knowledge can be offered by the technical department at the block level sifted by the district department and aided by all publicity and public relations materials. If we can organise these camps—we have circulated a paper on this subject—you will find that by the end of the Second Five Year Plan we shall have given training and brought within the orbit of this programme 14 million village people. I do not say that they will all become experts. But they certainly will become the technical counterpart, in a limited sense of the block extension officers. In this process we shall be able to create a climate for constructive activity in the village supported by a large number of village people who will have combined amongst themselves and often with people of other villages. That will create a lateral thrust on the village panchayats as well as village coopertives and you will find that we have discovered in that a means even for creating a pressure of public opinion for energising, rationalising and purifying our politics in the village institutions.

It is very significant that while the battle for our freedom was fought by the non-officials—the representatives of people—our new battle for creating a counterpart support for the people's leaders is being vested in all the members of the Government agency. We

have gained our independence. But we have yet to achieve our "freedom". And if this freedom is to be achieved we have to make a base for freedom in the people. In this enlistment of the support of the large masses of our people lies the main credit for the community development and the national extension movement. The village camps are the means for doing this. Today whatever Government tries to give, despite all the intensions of the Government agency and all the intentions of the political leaders, is monopolised to a very large degree by people with influences. Whatever you may do, howsoever powerful the Chief Minister and the other Ministers may be in the State, it will be impossible to resist influential people from getting a lion's share of the benefits at the expense of the vast majority of the common people unless some other administrative device can be thought of. Gramdan as we see, is just that administrative device. It does not mean that 100 per cent of the villagers will surrender their lands. But the 70 or 80 per cent of the middle holders of land who are holding two to three acres of land, certainly can combine together, agree to consolidate their holdings and work them as a common village property according to schemes to be planned and implemented by the whole community with the assistance of the Government agency. You will hear more about it from my friend Shri Shriman Narayan who has been intimately associated with this programme when we discuss this subject. May be, the Prime Minister will also have something to say on this subject. One thing is quite clear: unless we have a device at the village level by which we have been able to combine as a united force the large number of under-developed people and under-holders of the holdings, it is not possible, regardless of what you do administratively, to get the benefits that the government offers to percolate equitably to the masses.

The choice before us is whether we have an India covered in red blood or covered in green foliage bristling with life. There is no room for a grey surface. That is already out of date. It is a good fortune of this agency, which is represented by this community development and national extension movement and which today

embraces all departments of government dealing with development work, to be charged with the responsibility of laying the foundations of the future red or green, whatever it is to be. We certainly, do not wish to have a red carpet spread out with blood. We wish to spread out a carpet of green foliage. The success of course, will depend on how we, who have assembled here, have been able to understand what is at stake and what are the implications, and have been able to prepare ourselves to make our contribution to the destiny which waits ahead.

Thank you.

ADDRESS BY
THE PRIME MINISTER
April 29, 1957

Mr. Chairman, Chief Minister and Delegates,

Normally every year I sent you a message for this Development Commissioners' Conference. It is easy to send a message but not very profitable so far as I am concerned. I am very happy that on this occasion I have some little opportunity for a day and a quarter to listen to your discussions here and get some idea of the problems that come up before you. As you know, I have spoken very frequently about Community Development schemes and laid great stress on them. I have often said that they are the most revolutionary thing that is happening in India and I meant it. I have felt, ever since we started, that they had the elements of basic revolution in rural India and subsequent years have not changed my conviction; in fact they have added to it. It is not necessary, therefore, for me to say anything in defence of or in praise of this programme, to which I attach great importance.

It is a good thing, I think, that almost on the eve of this Conference the Evaluation Organisation's Report came out; and suddenly I find that most news-papers in India have been jerked into saying something about the work of the Community Development schemes because of this Evaluation Report. Naturally they have tended to lay stress on the criticisms of that Report, and quite rightly, and have felt that we have not been as successful as we claim to be. Perhaps it is so. So far as we are concerned, I think, that while we must necessarily have some kind of a crusading spirit about this programme and about this work, it is far more important that we lay stress on mistakes made or the things not done and which should actually have been done, and in fact on the results of these evaluations can the success of the programme be assessed rather than on messages from the Prime Minister and the like, merely praising your work.

Now I do not quite know what to talk about. You have, I believe, twenty Committees here discussing various aspects and many points have come out. I have listened to some. I wish I had been here for other discussions too; because I have the feeling that it is of the highest importance that we should succeed

in rural India, that is, in the people that live there. I must say that although we are trying to establish heavy industries and the like—it is very important and essential; I think, for industrialising this country and raising standards, you may have to do many other things—but you have to come back to this vast rural population and unless that is moved I do not think that you will get going in India. And what is more, you cannot ignore it because it is not desirable to ignore it for a while concentrating on certain industrial developments and certain other matters and waiting for greater resources, till you tackle these things; but you cannot do so particularly because the resources come from rural areas. Well, factories and others are more important but by far the great part of our resources come from agricultural operations.

Last year, I remember, the Prime Minister of Canada telling me that people did not realise where the principal resources come from. Canada is a highly industrialised country and you probably know that in Canada there has been a tremendous boom. They discovered oil in vast quantities and so many other things and are making enormous sums of money out of it and yet, he said, that, all these oil and other things and big industries gave them just equal to what one province gave them in Agriculture. It is the province of Alberta which produces wheat. This is an important fact which I myself did not realise when he said so. One province of Canada gives them more wheat than all the industries in Canada did. And if that is so in Canada you will just well realise the importance of it in India—agricultural production, I mean. The Chairman in his opening address naturally stressed upon it—the vast importance of increasing our agricultural production in India not only for the benefit of the people but to get other things done, to get industry moving and all that. To begin with, we attached importance to this, of course, but not quite so much as you do today. Perhaps, that was right in a way because this Community Scheme was meant to develop a certain atmosphere, a certain interest, a certain excitement in the people. Previously the Grow More Food schemes etc., did some good no doubt, in that activising sense which we hoped for and which we hope for now. So I am not at all complaining about the past. But the fact is that almost everything begins to revolve now on greater agricultural production both in the villages and the towns and everywhere, because

even slightly better production gives us far more resources than we can get out of loans and things and gifts from outside countries or here. So that has become of primary importance. But the other important aspect is that as things stand, as they are in India, in fact in any country, what to speak of India, it is the democratic apparatus of political consciousness which demands for betterment. We cannot wait and leave rural areas to wait till we do something and then come back to them because in the final analysis it is the people in the rural areas that elect most of the members to the Parliament and the State Assemblies and the rest, and they can make governments and upset governments. Now I mentioned greater agricultural production and I mentioned many other things. Why should I do this? Because, after all, essentially it becomes a question of enthusing a certain new life in the people and in my mind they are struggling as to how to do it. Apart from techniques, which are important, even the best technique may lack the life-giving spirit or the energising passion and yet even without a good technique, you may have desired results. Well you struggle with this problem. I am not struggling with it. It is not a thing which can be easily laid down. You can feel it and you can perhaps by experiment discover. Normally speaking, it depends tremendously on the human factor as you all know. Then you know there is the question of quality versus quantity. You cannot do without quantity. But can you have a well thought-out scheme spread over a larger area? Presumably you must have both. That is to say you cannot leave out any areas. You must aim at better training. When I say training, it is not the training in the various subjects you give them, but training in that human approach which is not always easy. Whenever I think of these problems and about the question as to how to put this spirit—the spirit of excitement of doing things—in the people, I look back, as I see my other colleagues look back, to my early experiences of what is called the Gandhian era. How Gandhiji came into the field and how I must say suddenly or within a short space of time he electrified chiefly the country-side. Well, he was a remarkable individual. We cannot compare with him but, nevertheless, perhaps we can learn something from him. How did he do it? what did he do and so on and so forth? I am not going into that, but the experience of my life has been to feel myself—to notice myself—the change that came over in India and rural India especially, within a few months or a year. It

was an astounding change to see the same poor peasant—who had absolutely no initiative in life except to carry on in a miserable way—suddenly changing and all that. He would look you in the face now. He has gone through no course of training but some spirit has been infused in him. Well, that cannot be done so suddenly and by people like us to that extent. Of course, with this approach that can happen, I suppose. Apart from the quality of Gandhiji there was in human element of hope; An element of faith not only in Gandhiji but in every individual who, according to him, was working for him. So, every worker of Gandhiji, even an ignorant village person became a symbol of him, and as I said, he had no training classes for all these people but they all became a kind of messengers of gospel and the people had faith in them ; had faith in their integrity ; in their honesty of purpose and they did many things. Now that kind of courage and hope was infused in the people and a certain fear was shed which they had suppressed in them, in the particular circumstances then. Of course we are functioning now in entirely different circumstances. But the fact remains that you can only deal with these people if you instil in them a certain hope and a certain faith and a certain belief in your integrity; otherwise all your lessons will not go far.

Again there was a vast difference in those days between what was called the official approach, which was very superior and there was a huge gulf between the high officer and the ordinary officer. Even in the smallest officer there was gulf between him and the others. There was a great gulf between that officer and the average man, who went on behalf of the Congress. There may have been a gulf in their social status as well ; but, nevertheless, that gulf seemed to be bridged for the time being. Even after that work the social classes remained ; the rich remained rich and the poor remained poor. But even the rich people who went to work for the movement were accepted by the common folk and not regarded as something extraneous to them. We had, of course, Gandhiji. He brought himself down to the level of the common man in certain ways and we all symbolised him before being accepted. Small things count in these matters. We went to them, if not in Gandhiji's loin cloth, we doned at any rate in rather simple clothes ; we did not appear to them as something of a foreigner ; and we sat in their charpoys and sometimes slept in their little hut and we partook their food ; we did all that

and you have seen the changes it brought about. A great impression has been created both on us and perhaps on them too. That is, we tried consciously and deliberately and because in a way circumstances pulled us in that direction to meet them on a level which was understandable by them. It enabled them to place faith in us and when one puts faith in somebody, he accepts his failings and puts up with them with the result that for us and I think for other people too, it was an astounding experience, a life giving experience to do something, not only to say something but to act up to it and to be in communion and tune with the people, although we were different, I need hardly tell you—as different in my training, in my mental background which was as far removed as anything can be from the Indian peasant. Yet somehow that gap was bridged to a large extent. That applies to our approach to them and the normal official approach has been a weak point because it somehow leaves this gap and does not bridge the gap.

Now a great deal has been said about the evils of bureaucracy. People talk about bureaucracy today, our friends—Communists or Socialists, and yet every Socialist or Communist regime is completely bureaucratic; it can be nothing else. After all, governments are run by large numbers of people; whether a government is known as a Social Services State or as a Welfare State and a Social State means the increase of bureaucracy and it has to be there. But the point is that the gap that separates the so called bureaucratic official from the people must lessen and must disappear so far as it can and it is in the measure that it disappears, it succeeds in influencing the people. They are more influenced by their faith in their bonafides than the arguements you give them, although arguments are important of course to win their confidence. So I merely mention this thing to you because you are now dealing with hundreds of millions of people not only directly through this scheme, this tremendous scheme—the Community Development Organization—and it is of the highest importance for the success of it that you get a footing there and as a result only gain their faith, in so far as you can and can shed your official character. We had shed it in order to deal with them and made them feel that the official is not different from them and that they are working for the same objectives and same aims. Now we have aroused tremendous expectations and yet we know that the task before us is such that it just cannot be completed for a long, long time. You cannot, even if you have worked miracles.

You cannot really convert the whole of India to get something into it in course of the four years, five years or ten years. I think we can bring about a change faster than most people think. Once you get to pull out people out of certain ruts of inaction, their pace increases, just as once static economy is pulled out of its static character, gradually the pace increases, so in the case with the people also when you pull them out. Now you are in the process of pulling them out and I think the pace will increase fairly rapidly. Well it will take time and I do not know how long it will take. For the present what you should aim at : is to pull them out and set them on right path and make them march along it as fast as they can go.

Now, here we have to develop not only certain aptitude to do particular types of work, better agriculture, better this and better that, but a certain aptitude of mind, a certain new outlook of life. We are all looking at things many of them, and above all a spirit of cooperation. The word cooperation has been repeated in your report, Planning Commission's Report and the Evaluation Committee's Report. It was to deal with new ways of life and all that and yet inspite of so much repetition it does bear repetition because it is important, because it means pulling them out of their ruts. The Indian people have, I think, I am speaking quite honestly, great virtues and I am talking about the mass of our people and they have, at the same time, great failings. I think in the balance virtues are greater than the failings. But the failings sometimes come in the way and prevent their virtues from functioning. The Indian people, I believe, are the most peaceful and the gentlest people on the earth. They are tender and yet I have seen them with my own eyes like brutes killing people, murdering most brutally women and children and men. I saw them in Delhi. I saw them in Punjab a few years ago. In Pakistan, the same thing happened. It is an extraordinary thing, for the tenderest creature on earth to behave in this way, when roused up either in the name of religion, caste or whatever it may be. So there is something in him which he cannot lose and we recently saw this in linguistic agitation. Now I am not entering into the merits of the linguistic agitation. Whether it is good or bad, it is immaterial. But I say it is a bad sign. When people can behave in that way, on any question, I say, however, important it might be, that is a tremendous weakness.

Why that weakness has come, I don't know. I think, perhaps that is just due to lack of unity in India, inspite of a very big cultural unity, inspite of a basic unity, a certain lack of unity and of the cooperative spirit may be there because of the innumerable divisions of castes and all that. I know a caste is a unifying link within the caste but it is a disruptive factor outside the caste, both working together at the same time. But when you think of the nation obviously you want a much higher unity than that of the caste, otherwise you cannot function in terms of relation. There are certain basic disruptive tendencies in India. There is a disruptive tendency which goes out if something happens—something wrong happens—and excites the people, whether it is a question of language or province or religion or caste or whatever it may be. And nothing is more important in India today than to get over these disruptive tendencies and to produce greater social harmony between the various parts of India, between the various religions and between the various castes and languages and so on and so forth. There is, I believe, a basic harmony and yet there is disharmony also. We have to think as to how to encourage that harmony. In the old days we had all kinds of slogans. In those days one of the big problems was the problem of Hindu-Muslims unity, and people would shout slogan of "Hindu-Muslim Ki Jai" and all that. Well, it presents a sentiment, but it seemed to me even then that mere shouting of slogans will not get over a difficult problem. We are all inclined to think that perhaps a slogan is good enough, it is useful no doubt, but we have to go deeper into this curse of lack of social harmony. Now in all these matters there can be a direct approach. What is that direct approach ? It is of telling people to live in harmony, to be good ; to be faithful and all that. That is the direct approach and I do not ignore that direct approach but in life's problems it is usually the indirect approach that matters and not the direct approach. Whether in war or in peace an able General does not adopt the so-called direct approach against the army of his enemy. If his army is very big and strong then he will surely crush his enemy. In fact there will be no war at all if his army is strong. An able General adopts all kinds of indirect tactics of dealing with his enemy. So, in life's other problems a direct approach, sometimes though it is good, does not always pay dividends. It is the indirect approach that does much good than a direct approach. Gandhiji was an example of the direct approach certainly, but was very much so of indirect

approach also. In some matters he had a direct approach, in certain political matters a very direct approach always controlled organisational factor, of course non-violence, love for peace and good behaviour and all that. In social matters he had a direct approach, but yet in certain matters he adopted an indirect approach also. That is to say, I am convinced that he wanted the whole caste system to disappear from India, and he thought it an evil, but he attacked a part of it viz., untouchability and attacked it vigorously. He did not attack the whole scheme of things.

Gandhiji succeeded in changing many evils in Hindu society by setting in motion powerful forces to change them against large numbers of big people who deliberately hindered the progress, that is to say, some city people who did not respond. Gandhiji seldom thought of city folk. He was thinking of millions in the villages. He did not go about directly, as I sometimes do, attacking this custom or that custom of ours but attacking indirectly something which he knew was fundamentally wrong, untouchability and all that, Harijans and all that and he worked for those things which, if not remedied, would undermine so many other things also.

When I talk about direct approaches I find a great deal of moralising about. Politicians are specially apt to indulge in it and I react very sharply if anybody goes about preaching morals all the time. What good is there merely going round by telling people to be good, to be cooperative. It is good in a way, no doubt, but it does make a great deal of difference how you say it. Do not irritate your audience; do not irritate them by finding faults with their ways; bring home to them by indirect method and sometime by direct mentioning too. All this I am venturing to put before you as an oldtime politician who has not hesitated to speak often in strong language to large audience ; I have carried it off. Why have I carried it off ? Particularly because inspite of my strong language I spoke to them almost as a friend; I felt friendly affection towards them and they realised that. They had certain faith in my bonafides and they accepted what I said. It is not easy to create that atmosphere. The main point you have to face is to win them over. You cannot win them over by lecturing, but by getting them to realise and appreciate their difficulties and all that by the method of indirect approach so as not to attack their present thinking, but to make them feel something else or do something else which gradually as they do it undermines the foundations of

their feeling or action; this negative business is so good. Now talking about old reformers, when I was a student of a college I used to hear a lot about reformers, about various things—very good things. Take for instance the Brahmo Samaj-people talking about widow remarriage. I used to sympathise with them. But a student came up to me, an Indian of course, when I was in Cambridge and said that he was collecting signatures of Indian students not to marry anybody but a widow (laughter). I am glad I am used to this climate. Your approach specially to the city audience, to city crowd, may be different. But dealing with rural people, your approach ought to be one of affection.

All your good words will not carry you very far unless you have that sincere feeling of affection for them and they know and they will feel. Then you can bridge even the gap that might exist between you and them. I think that and it has been my experience that, if properly approached, in a friendly way, affectionate way, and in a reasonable way, their response is good. For, Indian people have a shrewed commonsense, though they may be conservative. And talking about agricultural people, farmers are normally supposed to be conservative; that is natural. But they do change their minds especially if they all see, if they are convinced and normally they are convinced only by seeing things. Farmers are not convinced merely by talks. That is why it is of importance to show them things, that is, your experiment farms, may be small. I do not know how many you have. Do you have demonstration plots in most places ? We should have them because that has a greater effect upon the villagers when they see things and it is this approach which influences them more and if the correct method is used the content goes down with them.

Now we have talked about cooperation and all that and reference has been made that this is merely an economic question. Of course it is but this is rather more basic. This has been over repeated in the Reports of the Planning Commission and the Evaluation Committee. I want you to realise that struggle for life is not only a good thing for us but it is the only way in which we can survive because the struggle for us in India is essentially a struggle for survival. We may call it development. You may call it what you like but we have lagged behind in the world. It is not easy to catch up. One way to catch up, but apart from that the whole world today has grown and advanced chiefly because of

the development of science and technology so that distances have been abolished. Each country has the need of the other country wherever it might be and the major problem before the world is whether the nations can cooperate with each other or not. It is no longer a question of what a nation used to be in its self-sufficient life. Whether it agrees or disagrees with the other country, it is immaterial. Now the contacts are so intimate that they have got to build up contacts well, friendly contacts, or at least peaceful coexistence or the inimical contacts or hostile contacts in between. In the international plane, therefore, it has become of tremendous importance that countries should live in peace together, should tolerate each other, not merely tolerate but some thing more than tolerate each other. Otherwise the whole world is in danger of perishing. There is no inbetween place. That is the development of humanity through science and technology, has brought evil so close to each other's activities that they have to cooperate or to quarrel. If you quarrel with the Hydrogen Bomb you perish and we talk about these things. Atomic Warfare and nuclear explosions, but I do not know of that severely intimate sensation as to what they are or what they are likely to be and so we protest against them. It is a real and terrific danger to the world. I am not going to talk about the world, but I mentioned this, in the context of the world; there is no way out for survival except cooperation.

Now if that applies on the international scale, obviously it applies much more on the national scale. In countries—more developed countries—they do cooperate. Now we in India inspite of our political unity have not yet developed that emotional unity. We have to develop an emotional integration of India. Now all that fits in my mind, that the adoption of this principle of cooperation everywhere, even in the technical and economic field, does not merely mean something isolated from it. I think that in the future—of course in the present—but even more so in the future, the pace of technical advance is so terrific that unless you adopt yourself so that you can take advantage of it you lag behind. Our social and economic structure is such that if you cannot take advantage of something, then you lag behind. I have no doubt that in so far as agriculture is concerned, you will not be able to take advantage not only of the present, but of the many things that are going to come in the future, unless you can function either as a very big farm or on a cooperative scale. Big farms we do not want. We don't want huge landlords and all that. But on

the cooperative scale, let small men get together and work together and get advantage of scientific advancement in agriculture with the peasants retaining their individual identities. I have no doubt, therefore that the only way of work will be of cooperative farming. But as I said we cannot and we should not impose this. Now I have a very definite and clear distinction between the cooperative working of farms etc., and collective working. There is a vast difference in quality apart from quantity. I don't myself like the collective way because I want the individual to feel a certain intimate touch with his partner in business, but all this is not for us to decide. We let things grow and see how things happen, but I do feel that we should keep this ideal and tell people about it. Let them understand, and if possible, work it out. That is the first thing in cooperative working. Do it by all means, but unless you put this idea across the people all the time and train them, make them think about it, it will be difficult to convert them and then there will be delay in achieving what you want to do now. But remember, I want this not only for greater production and the use of science in it, but also to develop the amount of cooperative thinking, that habit of working together, which, I think is becoming increasingly impossible in the world as it is. The individual farmer is an excellent person—a small farmer or a big one, but he is rather too self-centered, and he cannot remain self-centered in the future, because of scientific advancement. If he does not bring his mind out of that self-centredness then he is bound to be in difficulties all the time in the future. So apart from the practical consequences, psychological and other consequences also convince me that we should go in this direction.

There was some talk about the Bhoodan Movement, Gram Dan, etc. It is obvious that no Government can go about asking people to give up their land. It cannot be a governmental policy. You cannot base your policy on people giving up their land all over the country and, if not all over the country, you cannot pick up people and ask them to do it. But I have no doubt in my mind that Acharya Vinoba's movement has a great significance, practically for what it achieves and for the new psychology that it creates in regard to land and land holdings and the terrific passion for private possession of land, which it weakens it a little; that is a good thing. And, therefore, I for my part, and certain others, welcome it and in a distant way try to encourage it by our sympathy. It would have been rather absurd as Prime Minister to go

about talking to people to give up land. Why cannot government do that ? In the nature of things, government cannot do that. But Vinoba's movement is essentially in the right direction, both from what it achieves and from the happiness it creates. What is Vinoba's ideal, is my ideal also. But I cannot go on preaching that although I imagine it is a good thing not to possess too much land ; in the present context people should give up possession of their lands. It will not go very far in convincing people that you should not have any private property. Vinoba has a complete right to do so. I welcome it. But the government cannot adopt this method. I again say that I welcome this movement. I think land should be held in common by the people of the village or wherever it is. But I did not understand myself, when in the course of discussions today, Shri Sriman Narain suggested a distribution of the Gram Dan lands—90 per cent among villagers and 10 per cent for cooperative management. It seems to me not only a backward step for 90 per cent of the land to be cultivated by the farmers separately, no doubt, may be under certain restrictions. And whatever it is it seems to me to be rather against what I thought was Vinoba's ideology on land. I did not quite follow it. I accept private ownership, not that I think it is evil but I do not think it is the final form. I expect much of the land is being left with small peasant proprietors and only a little is left for cooperative effort and in this way I think we are going away from the ideal ; it seems to me a backward step. But I do think that the Community Development movement should cooperate in so far as it is possible with Vinobaji's Gram Dan or Bhoodan movement. There may be many difficulties in the way, as somebody mentioned here ; I think most of the difficulties will probably be removed if it is discussed in a frank way, specially with Vinobaji himself—not particularly where the whole villages have come in because the question then becomes relatively easy—so that there may not be a difference in the approaches of the Sarvodaya people and the Community Development people. But our approach should be a friendly, cooperative one, trying to understand, and explaining them what we cannot do. Situated as we are, we cannot do certain things. Afterall you are all representatives of governments trying to find a way out to cooperate to the best possible extent because I think it is clear that without Government cooperation I do not quite see what the Bhoodan Movement can do with the land. In fact, it has been getting

cooperation. Acts have been passed by the State Legislatures, and otherwise they could not have done, and so these villagers will be in a sense a part of the Government. If it is something I do not understand. It is rather idle. I have not grown to that yet.

Also to speak of myself frankly I am not really enamoured of the Indian village, as it is. I wanted it to change and change completely, gradually no doubt, but completely. I do not see why we should praise all the backwardness of the Indian village. I admit that a peasant is finer man than a city man. This is perfectly true but he is backward. There is no doubt about it. Why should we keep him backward? I do not want to keep him backward. I want a village to have all kinds of amenities which I think every human being should have. Then what is the great difference between the town and the village excepting size? Although there are many advantages which a small township and a big village can have over the big city. Anyhow these are theoretical problems, academic problems. We have to deal with India as it is and India of the villages and there is no doubt that these villages are not going to remain back. That is I do not think these villages can be isolated from the rest of the country. It is not possible and all kinds of forces will impinge upon them as India changes. For instance, as we industrialise a new factor comes in. Where big industrial—iron and steel—plant is put up that in fact is surrounded by more than 500 villages.

I am glad that some kind of close liaison is being established between Community Development movement and the Central Social Welfare Board and so far as women and children are concerned it would be wrong for the Community Development people to have a separate organisation for duplicating that work. It is good to take advantage of that work. I think the Central Social Welfare Board has done one very good thing. It has gone out and put a large number of people—women—into the field for work. There is only one apprehension that I have about it, is that—again, I do not quite know and I speak from ignorance, I am putting it to you, how these women are going to work, because I have a horror of a lady going about slaming (laughter). Now this is a completely wrong approach and that applies not only to the ladies but to men also (laughter). I have always attached very great importance to the training of women of India and essentially it is of very great importance that what you do with the women

if not for anything else, because at least for the fact that children are more influenced by the mother than by the father and if you are thinking of children, as you should be very much, you must think of the mother of the child who is likely to influence her child much more than the father.

I hope that this Social Welfare Board—I don't know exactly what they are going to do—will do useful work. Now that is in connection with your rural programme, but I do hope that it is something in keeping with what I hope is your outlook and goes down to the vast youths. It is not merely doing something rather superficial at the top. You will have to bring into their fold quite a large number of village women to do the work, even though the village women may not be so educated—even though they may not know so much—they will do better work than the more educated city women, because they will be in intimate touch. They will say, "We will go with them", and that applies to your Gram Sevaks and the like and the other village-folk, whom you have trained a little. That is good, but try to keep as many thousands as possible. I have no formal suggestions to make but I do want you not to develop a caste of trained people, while dealing with others. Even untrained people, who have good ideas, who have grasped some of your ideas will be better messengers for you than some of your trained people. The village-folk if they have got some energy and some understanding, will carry your message further than perhaps your trained men. As I reminded you in the beginning at the early stages of Gandhiji's movement we had no trained people, but we had men and women who had faith and energy and enthusiasm and they carried these messages all over the countryside like wild fire. Don't be afraid of using untrained people in a sense as auxiliaries, wherever you can, provided you think a man has some energy and enthusiasm. Train him. You arouse in him some enthusiasm and he will go and spread your message to the villages all over without interfering with the rest of the work.

I have talked some odd things I suppose and now I better finish.

I have been very happy to come here and thank you very much for giving me this opportunity of being present here yesterday and to-day. Thank you, Mr. Chairman.

SUMMARY OF THE SPEECH DELIVERED BY SHRIMATI DURGABAI DESHMUKH

Chairman, Central Social Welfare Board.

(1) Shrimati Durgabai Deshmukh traced the history of the attempts made in the community development programme for intensive work on women's and children's welfare. She had noticed, as a Member of the Planning Commission, that the initial arrangement whereby all workers including village level workers were men, was not effective for working out a programme which would really benefit women and children, particularly in areas where women observed purdah. Thereafter, an attempt was made to improve this position by appointing one woman Social Education Organiser in a community development block of 100 villages but this functionary found it difficult to make much headway without assistance from other women and without conveyance facilities. Subsequently, two gram sevikas were appointed in each community development block. With three women workers, the position was slightly better, but still left much to be desired. In the meantime, the Central Social Welfare Board's organisation of Welfare Extension Projects on a smaller scale in other areas had shown that, given a minimum number of trained women workers and a number of honorary women workers to give supervision and guidance, a good deal more could be achieved.

(2) In the earlier stages, there had been a certain amount of unfounded criticism that what the Central Social Welfare Board was doing in the Welfare Extension Projects was only a duplication of the work done in the community development and NES blocks, but those who knew the facts were aware that there really was no duplication either geographically or functionally. The programme of the Welfare Extension Project involved special attention to the needs of women and children. This effective work which was being done in the Welfare Extension Projects could not be achieved in the community development and NES blocks with their set up where almost all the personnel were men and had to cover extensive areas with a larger number of services hearing on the economic development. Circumstances were, therefore, propitious for the integration which had just been

brought about, it was particularly good that instead of treating this as a field of women's work which was not to be taken very seriously, it had been decided to treat this work as an integral part of the community development programme. She was very happy that it had been "very rightly, very justly and very wisely" decided to effect this integration at this stage. In her opinion the two programmes would be complementary to each other and would result in a balanced and all-round development of the community.

(3) The next aspect was the need for co-ordination in the training of workers at various levels. She would like the women Social Education Organisers in the community development blocks and Mukhya Sevikas in the Welfare Extension Projects to be assigned the same functions and given the same course of training. She would even like the same designation being given to the women Social Education Organisers. In the same way, a common course of training for gram sevikas would be necessary both in the Kasturba Training Centres and in the Training Centres of the Home Economics Wing.

Shrimati Deshmukh then stressed the importance of the proper selection of candidates, which was even more difficult than imparting training. One difficulty about getting proper women recruits was that those who are married preferred to work in the same places as their husbands, while those who are unmarried required some relation, e.g., a brother, to stay with them. It was, therefore, desirable to recruit, wherever possible, a husband and a wife to work in the same area. This aspect could be taken care of if one or two members of the State Social Welfare Advisory board were to be on the Committee which selects the candidates.

At this stage, she drew pointed attention to the need for providing suitable living accommodation for the women workers. It was difficult to find accommodation in the villages, and the Central Social Welfare Board had already provided a sum of Rs. 1 crore for giving small building grants for the Project centers. But with a much larger number of centers which will now be required, this provision will be inadequate and she strongly urged that the Planning Commission should kindly find a way possible by diverting for the purpose a portion of the provision set apart for local development works.

4. Shrimati Deshmukh then referred to another important aspect. The Plan had provided that certain schemes should be

implemented through predominantly non-official agencies. This means the shareing of executive responsibility and power with non-official agencies, and a corresponding adjustment between the official and non-official machinery for this purpose. The field of women's and children's welfare was particularly suited for implementation by non-official agencies, and the organisation built up by the Central Social Welfare Board would be very useful for this purpose. She was confident that with the integration now achieved, progress in this field was bound to be steady and on firm foundations.

5. Finally, Shrimati Deshmukh referred to the increasing need for finding avenues of employment for women. There were many who are destitute and deserted, who are merely being maintained by voluntary institutions. What was required was to enable them to earn a living by themselves. She was already in consultation with the Ministry of Commerce and Industry for working out suitable small schemes for this purpose. She was hopeful that in the integrated programme adequate emphasis would be laid on this aspect, and that with the cooperation of bodies like the All India Khadi and Village Industries Commission, the Handloom Board, etc., something worth while could be achieved in this sphere.

Concluding Speech by
SHRI S. K. DEY
Union Minister for Community Development
30th April, 1957

Sir,

The business of this Conference having just been over, I know a large number of delegates are eager to catch the bus at 2-0 p.m. We have also a party offered by the Uttar Pradesh Government, to which almost all must be looking forward. We have had five days of talking between ourselves and at ourselves and therefore no one here would quite expect a long discourse while summing up the deliberations. I do not propose to do so, but there are two or three things which I feel I might mention. One is the continuation of what I mentioned on the first day. After having run this programme for a period of 5 years we believe we have now reached a new phase and we must understand what exactly the implications of that new phase are. We have gone through what we may call the administrative phase of this programme and we now step into the transition of a new phase. When we get into a new phase—from one phase to the other — there is a transition and when you are dealing with a country of this size transition is bound to be farely long. We cannot say for what period it will last. The new phase that we visualise is the technical phase and the peoples' phase. We have been talking about bringing about a peoples' programme. We will not bring about a peoples' programme by changing level of it, just as the Government did not change the character of railway coaches by calling them Class I, Class II and Class III carriages. It is the technical phase that can bring about a peoples' programme. It has already been decided that from next year onwards we shall have All-India Development Conference rather than All-India Development Commissioners' Conference. I have looked at administration as a layman and I have always felt that the extra importance that is assigned to an administrative agency in a country is really an indication of strictly proportionate backwardness of that country. In no country in the world, whether it is Russia, Germany, America, England or any country you think of, will you find the administrative agency occupying a position of greater importance than the administrative agency occupies here today, and I believe in no country in the world does the technical agency occupy in

the eyes of the people and others a position such as the technical agencies occupy here and that accounts for the backwardness which you are suffering from. The Prime Minister has been mentioning every day wherever he opens his mouth that we are stepping into a new age, what we call the atomic age and it is the technicians in the future who will determine what shape the society should take. Technicians will not play their due role in the programme of reconstruction of society unless we deliberately try to make a place for the technicians in the new society we are trying to build. It was a very happy event that we succeeded in drawing a large number of technical officers from all states to this Conference. I only hope that this will be a beginning of a new chapter, which chapter, of course, is a transitional stage. The big chapter that we all look forward to is the chapter of the people, so that in future whether it is the Development Commissioners' Confererence or the Development Conference or the Seminars or whatever it may be, it is conducted by the people themselves and they will invite officials to participate in it. Unless that happens and so long as we continue taking the initiative of calling these conferences or the seminars, our real programme will not have begun.

I feel that we started like drivers in a motor truck for carrying passengers and we have been continuing to carry on ourselves as drivers. Time has come to have some passengers and I would say the first group of passengers whom we should carry is the technical agencies, and unless they become drivers taking place with us, our real function will not have begun.

The C.P.A., was changed about 8 months ago into a Ministry. We could not quite at that time realise what the significance of that change was. Of course, on the very first day I was sworn in, I found within 20 minutes all the signboards had been changed. Even the signboard leading through the corridor to my office was changed overnight. I found when I went for the swearing-in-ceremony, one flag fluttering on the car. All these changes were brought about in the course of just about half an hour to an hour, but no one in the Ministry could realise what significance it meant in the working of the Ministry. It took us months to realise our position and we realise now that we cannot function any longer as the C.P.A., as we were originally someone going from the Centre to a State and telling the State Government where a school building should be located and where a high

school should be located and how a particular bungalow should be constructed. It is not possible; for India is too-big a country. Therefore, it is not possible any longer for our technical officers or any administrative officer to go to States and give individual guidance. It will be very undesirable also to attempt to do so, because I am completely convinced that large number of technical officers in the States are much more competent, much more realistic, much more effective in the programme than the Central Officers could ever be. There is no question about it. Therfore the C. P. Officers in the future, if they go to the States at all, will go there to tell the State Governments what they have experienced in different States and how different States have tried to solve their administrative and coordinational problems at their own levels.

Similarly at the Centre we will try as a Ministry to bring all the Ministries into the picture and ensure that they take their due role in this programme. We have carried ourselves as far as is possible as a separate organization of the Government of India. However if it is intended to continue in the old way this programme will be heading for disaster. It is on that question that we are now trying to establish what we call Extension Wings, completely new concepts, in the Government of India. The first Wing was set up in the Ministry of Food & Agriculture. Then there will be an Extension Wing which is already in the making, in the Ministry of Commerce and Industries to give industrial guidance to States. In the same way, as I mentioned earlier two or three days ago, the Ministry of Works Housing & Supply, are setting up an Extension Wing. It will be the endeavour of this Ministry to bring in this coordination between different Ministries at the higher levels so that measures may be taken to mitigate administrative and co-ordinational difficulties. That is precisely what we consider our role from now on. Therefore it is not possible any longer to go to States and tell them how they are functioning. The logical result of this is that the State Governments will have to establish organizations of their own to control this programme, to find out what is happening in this programme. It is not possible for the Development Commissioner to do it alone either. It is the Development Commissioner in the State one single person who is made responsible in the eyes of the whole country—anybody would blame a particular person for anything going wrong. It is not the function of a single functionary even if he be a superman. The Development Commissioner has only one course open to him, that

is to follow what we are following at the Centre. When this Community Projects Administration took the form of the Community Development Ministry, we have certainly not liquidated ourselves. When a Ministry is set up, it finds a new expression for itself. The Minister may disappear but the Ministry will remain in some form or the other. In the same way the Development Commissioner may disappear but his function will remain in some form or the other. The Development Commissioner should see that his initiative is transferred to technical departments, as an administrator to push everybody, so that the various agencies should move on. If he is prepared to share the administrative burden, if he can take that, I have no doubt that the departments concerned will feel inclined to take a major role in this programme. If this particular Conference has succeeded in realizing the dynamic nature of this programme and the inter-relation of one subject with the other and how essential it is for all departments to work in proper coordination, I believe this conference would have been a success. Now in many conferences we take decisions; CPA deliberates on that and submits a report to the States. We hope this conference will have a slightly different fate. I belive entirely that the Development Commissioners organization and the heads of departments of all the States will gather together and try to see how quickly they implement these recommendations.

For any help that is required from the Ministry of Community Development or from any Ministry in the Centre, the Development Commissioner has only to seek our assistance. We shall do everything humanly possible from ourside.

I am extremely grateful to the U.P. Government once again for having given us hospitality of their State to make ourselves comfortable and make a nuisance of ourselves in any way through the whole organisation of the Development Commissioner and many others besides. Uttar Pradesh has been known for its traditional hospitality, as you know, of course, the story of 'Aap Chaliye', which is a good thing.

Therefore, I am also extremely sorry that we have repeatedly to encroach on the time and the resources and the conveniences of the Government of U.P. Perhaps, this is the price they have to pay for being Uttar Pradesh, (Laughter) and what they are.

I am again extremely grateful for the trouble I have given you Sir, Mr. Chairman, for coming over here and preside over

these deliberations at least for a part of this Conference. Last year you presided over the deliberations of the entire Conference and every one who attended the Conference still continues talking about that conference we had at Nainital. It is a very happy coincidence that we had the opportunity of having you once again although for a very short period as the Chairman for this Conference.

We are going to make agricultural production the most important part of the physical objective of this programme. We have given promise to the Minister for Food and Agriculure, to the Prime Minister and to the country. So far as I am concerned I am absolutely certain that if this target is not achieved I certainly would not have anything with any Governmental activities thereafter because I would have completely disqualified myself for taking any responsibility. That is how I look at it. I have no doubt also that this target that we have set for ourselves can be very substantially exceeded. I have no doubt about it. I quote this from my experience as I am a son of a farmer. I say this from my experience with the farmers that I have seen and met in different parts of the country. My experience is that all can be done, even by merely touching the back of the farmer. You know, anyone of you who have a cow in the house that as you touch the cow the cow knows that you are the master. You know what really happens. When you touch the cow that you are trying to milk, there is a 10 per cent increase in the yield of milk because of the emotional upsurge that is created by the touch. I am completely convinced that whatever increase that has taken place in the agricultural production is community project and N. E. S. areas, which has been reported often and repeatedly by the National Sample Survey organisation and which I never felt inclined to believe and which even today, I do not feel inclined to believe, because they are statistically based. That has been achieved not because we went to every farmer and we did what could be done, but because we went to the villages for the first time in the history of this Government. In the past 200 years the villagers have not been orientated into the schemes of this country and told that production of this agriculture has a new dignity. Just because we said this the agriculturists began to take a little more interest in this and whatever yield has had, it was four or five or six per cent of the programme. Even people believe that production had gone up by 50 percent but have never accounted for 20

per cent increase which is repeatedly being produced before the country almost repeatedly propagated and proclaimed by the National Sample Survey Organisation to our credit.

I know the village leaders' camps on the subject of agriculture and animal husbandry which have tremendous potentiality. I cannot describe them to you. I am completely convinced that the steps that we are now taking to organise these village leaders' camps in institutional forms and we are starting with agriculture, is a significant step forward on an *ad hoc* system in which we hope the camps will not be based as the C.D. Programme was over the previous system of Government.

A tremendous lot of things are required to be done in order to make it possible for State Governments, particularly our workers in the field to take up this programme scientifically and systematically. For that purpose we propose to draw some sort of minimum programme which we must conduct in these particular camps, also some sort of sample exhibitions and other things which have to be worked out—not that we wish to standardize for the whole country—but there is to be a minimum programme which eases the problems of the ordinary Block Development Officers or the Extension Officers, who have no experience of running these camps or running exhibitions. In that matter we propose in the Ministry of Community Development to take up a *serious study* of how to run these camps based on our experience of the various States. We will collect information from various States and it may be necessary for us to have the services of a few Development Commissioners and your experienced lieutenants in this programme to meet us sometime to finalise what we consider a minimum programme and a minimum assistance that is indicated in the running of these camps.

It was at great personal inconvenience that Shri Krishnamachari was able to come and preside over this Conference. He had various other plans and programmes for visiting the South, but on the Minister's personal request to him he postponed his other engagements and was able to come here and preside over this Conference. It hardly lies in my mouth to mention the masterly manner in which he conducted the proceedings and you all know that he is really the auther — he is called the father—of the idea of the National Extension Service. We all feel greatly indebted to him for the trouble he took to come here and preside over

the major part of the Conference, and I feel sure I am speaking on behalf of all the delegates in wishing to put on record our vote of thanks to him for the great trouble which he took on great personal inconvenience to come and preside over the proceedings of this Conference.

VALEDICTORY ADDRESS
BY
DR. SAMPURNANAND,
Chief Minister, U. P.

April 30, 1957

The work of the conference is now over and I have only to congratulate you on the successful termination of this session. This is the second time in succession that Uttar Pradesh has had the honour of providing a venue for such a meeting. I can very well believe that the undying beauty and incomparable grandeur of the Himalayas which have been a source of inspiration to the people of this country from time immemorial has been the most important factor in guiding your choice. But I should like at the same time to hope that the efforts we are making in the field of development have had some little share in inducing you to pay us a second welcome visit. Let me trust you have been quite comfortable and apart from your participation in the work of the conference, you have enjoyed your stay here.

The value of a meeting such as this cannot be over-emphasised. Last year, I had the privilege to preside over the session and the contact established in this way with the delegates was a very gratifying experience. Those of us who, as members of the Planning Commission or as Central and State Ministers, have to some extent to shape policies, may perhaps take some legitimate pride in our work but it must be admitted that the credit for such success as has been attained goes to a very large extent to those who are assembled here and their co-workers on the lower rungs of the ladder. They have to implement policies and, even though their modesty and tact will not permit them to say so, even to modify them according to circumstances, to stretch to its utmost capacity every piece of money, whether it is our old friend, the pie, or the naya paisa which is still so much of a stranger to many of us, to work with a missionary zeal, to enthuse other workers many of whom for obvious reasons have not had the opportunity

to acquire that broad outlook which is so imperatively necessary for work of this kind and, finally, to evoke a sympathetic and co-operative response from the public which has not yet had the time to forget the type of relations which existed in the past between itself and the official representatives of the Government. All this is no easy task and the fact that so much has been achieved in the face of innumerable difficulties gives us the strength to approach the task that lies ahead with confidence. We are all jointly engaged in a great enterprise; the rebuilding of a great people. May God grant us the wisdom, the courage and the strength to rise to the full height of the responsibilities it is our unique privilege to shoulder.

It is not for me to speak at any great length on the various subjects which have come up before you for discussion. They are all important and the result of your deliberations will no doubt be reflected in the work that will be taken up in the coming months.

In his opening speech, Sri V.T. Krishnamachari drew attention to a number of important questions which merit the attention of all of us. There is, for instance, the question of increase in agricultural production. As the Plan has proceeded, more and more money has found its way into the hands of the people but there has not been a corresponding increase in the commodity goods. The result is bound to be an inflationary increase in prices. This has already begun to make itself felt. In a country like India with a large population, proportionately high unemployment and generally low level of income, food is easily the most important commodity in demand. Expenditure on food forms a very high proportion of the family budget in the lower-income groups. Naturally, therefore, food prices shoot up and affect the domestic economy of the people more than anything else. There has, therefore, to be a large and rapid increase in agricultural production. The Planning Commission and Central and State Governments are in this respect on common ground with the public. But there are limitations to activities in this, as in every other, field. It would no doubt be imminently desirable to raise production by 50%, if not more, and I have no doubt that every State will strive to the utmost to reach this target. But practical difficulties, financial,

technical and social, cannot be simply washed away. A reference has been made in this connection to the fact that the irrigation facilities provided have not been fully utilised. This is true to some extent. Every State has no doubt its own problems. For instance, we in Uttar Pradesh have found that it has not always been possible to energise all the tube-wells put up. Technical reasons and difficulty in procuring the necessary material have stood in the way of reaching electric energy where it is needed, even when the power-house is in a position to generate it. Natural calamities have also to share the blame for our inability to reach the figures of production which are theoretically possible even with our present limited resources. Certain parts of Uttar Pradesh for instance, have been ravaged by floods for at least two successive seasons and recently the Rabi crop, which was expected to be a bumper one, has been damaged in many places by hail-storms. Late rains sometimes make large areas unsuitable for rabi sowing in time. We take such measures of immediate applicability as are possible. At my suggestion the agriculture Department of our State took up the investigation of two important questions: (1) is it possible especially in areas liable to floods to raise a crop between the Rabi and the rains, and (2) is it possible to grow something in areas which late rains have rendered incapable of normal Rabi cultivation? I understand that they have hopes of successfully tackling both these problems. If these hopes are realised, we may be able to make some addition to food production and incidently to relieve the strain which is on our slender resources which has become almost a permanent factor of our economy. The prevention of floods is a matter of great importance. We have so far been duilding dams for the purpose but dams are, after all, not an unmixed blessing. Afforestation and other measures to prevent soil erosion have not so far received their full measure of attention. The greater attention which has been directed towards cooperation is a very healthy sign. There are a very large number of ways in which the principle of cooperation can be of immense help to us in our communal life. But confining myself purely to the sphere of agriculture, we have so far done very little in this direction. The provision of cooperative marketing, for instance, has great potentialities. It has been tried to some extent by the producers of sugar-cane and the experiment has been a great success. Even in the sphere of cooperative credit, we have not gone very far. There is considerable room for expansion. In this connection it seems to me that the

observations made by Sri Krishnamachari about the utility of comparatively small and compact units are very important. It seems to me that there has been a shift in central policy during the past few months, apparently as a result of certain suggestions arising out of the rural credit inquiry carried out on behalf of the Reserve Bank of India. Larger units are being encouraged. It is easy, no doubt, to find personnel for managing the affairs of large establishments but such bodies naturally lack that sense of cohesion, interdependence and mutual interest which small bodies possess. It may be desirable to review policy in this matter.

One field, to which, according to the opinions expressed by some of those whose words naturally carry the greatest weight with us, cooperation should be extended, is agriculture. It is perhaps unfortunate that some people express this propositon as if it were an article of religious faith. As it is stated thus crudely, it is not possible for many of us to accept it. As the Prime Minister pointed out yesterday, there are a number of important factors which have to be taken into consideration. The principle of cooperation is not in dispute. What is debatable is its applicability to agriculture in the conditions obtaining in this country. Merely pooling land and resources will not, we feel, be of much advantage. The increase in production will be disproportionately low and the law of diminishing returns will begin to make itself felt at a very early stage, unless mechanisation is also adopted. Even without mechanisation the process is bound to lead to some unemployment. Mechanisation will add to unemployment at an alarming pace. The Planning Commission themselves have given the approximate figures of those who will remain unemployed at the end of the second Plan period. I do not see that wisdom lies in making a considerable addition to this figure. It is to be remembered that large scale rationalisation is not being attempted in the sphere of industry because the problem which faces us is not merely one of production but of production-cum-employment. Unless someone can think out a scheme for a phenomenal growth in industry, large scale as well as medium and cottage, parallel with the growth in unemployment which is sure to result from collective farming, it will be unwise to launch upon any scheme of collective farming more or less in imitation of what is being done elsewhere. At the same time, we have to watch carefully with sympathetic interest the experiments being conducted in various parts of the country.

Only yesterday we decided to try out the methods of collective farming in Gram Dan villages. The country is large enough to conduct a variety of experiments to see which particular formula suits our conditions best, it being always borne in mind that we are preclude from using any but democratic methods for achieving our objectives.

I listened with interest to the discussion about social education which took place yesterday when the report of one of the sub committees came up before the conference. We have to make every effort to improve the technical efficiency of the workers engaged in this work, and to utilise all available methods for reaching the minds of our people. But, at the same time, there is one difficulty inherent in our approach to the problem of education whether we are dealing with adults or with students in the regular schools and colleges. In a world where every sphere of life of the individual and the community is coming to be dominated by one or another school of philosophic thought, we refuse to adopt an ideology of our own. The result is that we can speak only in terms of welfare. I know that welfare includes much more than the concept of more physical well-being. But it does not get far enough. It cannot appeal to anything deeper than enlightened self-interest. As a rule, self-interest, no matter how enlightened, is not able to evoke the spirit of self-sacrifice. Man can rise to his full stature only if he is asked to identify himself with something higher than himself. It is of the very nature of an ideal that it cannot be expressed in exact terms. It is not perhaps the province of this conference to discuss such large questions as the ultimate objective of human endeavour, but no development on the material plane can be complete unless we have before our eyes a clear idea of the kind of human personality that we want to evolve to make full use of such development.

One of the most important questions before those who are engaged in development work is the shape of things to come in the post-intensive period. The problem bristles with difficulties. We have a net-work of village panchayats all over the country and there are district boards covering the same area. What should be the relation between these bodies ? There is a school of thought which advocates the abolition of district boards and wants that there should be no statutory body intermediate between the State Government and the Gram Panchayat. Should the district board and the planning committee merge into one ? Today we have a

hierarchy of officials beginning with the V.L.W. and going right up to the Development Commissioner. Some of the officials in the lower strata represent a number of separate departments. Even now there is evidence of friction at the joints but it is kept rigorously in check. Quite obviously, there will have to be considerable changes when development work becomes a regular feature of normal administrative activity. The indivisibility of Government must be reflected at all levels and departmental jealousies must not be allowed to stand in the way of developmental work. At the same time, the responsibility of every official to some specific head, so necessary for efficiency and discipline, must be ensured. Emphasis has certainly to be placed on the village as a unit of administration but at times it seems that we go too far in what the Prime Minister called our apothesis of the village. Such over-emphasis may result in creating a spirit of isolationism which will be fatal to our national life.

I also feel at times that more flexibility should be introduced into our schemes of planning. Within broad limits, States should be free to vary development programmes according to local and State needs.

As I stated in the beginning, I have only been indulging in some loud thinking. Such thinking is apt to degenerate into an aimless wandering of the mind over a large field, unguided by any logical considerations. I have no right to inflict such thoughts on you and shall therefore desist from any further observations. Once again, I congratulate you on the successful termination of the conference and thank you cordially for associating me with your proceedings. The next conference will, I am sure, place before the country a record of steady work and general progress all along the line which will itself be a tribute to the value of your deliberations here.

Jai Hind.

I. ACTION TAKEN ON THE RECOMMENDATIONS OF THE FIFTH DEVELOPMENT COMMISSIONERS' CONFERENCE

Two statements (Annexures I and II) showing the action taken by the Ministry of Community Development, and State Governments, on the main recommendations of the Fifth Development Commissioners' Conference held at Nainital from 5th to 8th May, 1956, are attached.

2. State Governments which have not yet sent their final replies, may kindly do so early.

3. Attention of Development Commissioners is, in this connection, drawn to the following observations of the Estimates Committee of Parliament —

> "The decisions arrived at Development Commissioners' Conferences should be promptly implemented as these decisions represent the collective agreement of the Development Commissioners of all the States, and there should not be any difficulty in their uniform implementation. It would be useful for the C.P.A. to publish a pamphlet containing information about the action taken by the various States on the recommendations of the Development Commissioners' Conference."

4. The Ministry proposes shortly to publish a pamphlet containing information about the action taken by the various States.

Annexure I

Statement showing the action taken by the Ministry of Community Development on the main Recommendations and Conclusions of the Fifth Development Commissioners' Conference.

Main Recommendations	*Action taken*
Evaluation Report, 1956 In order to ensure that these reports continue to prove helpful to the workers in the field, it was suggested that recommendations should be obtained from the Development Commissioners and other field workers in regard to special studies and new directions in which evaluation should be undertaken. These recommendations should first be scrutinised by a Standing Committee of a few selected Development Commissioners and then passed to the Planning Commission through the Community Project Administration.	The meeting of the Development Commissioners held in New Delhi on 10th and 11th December, 1956 considered the procedure for taking action on the Evaluation Report. The procedure as suggested by the Ministry of Community Development and accepted by the meeting is reproduced below :— (*a*) The main conclusions and recommendations contained in the Reports should be considered both by the State Development Committee of Ministers, as well as by the Advisory Committee consisting of the Chief Secretary, Development Commissioner and the Secretaries and Heads of Departments; (*b*) important points in the Report should be taken up for discussion at Intra-State Seminars; (*c*) where points made require specific action by the State Governments, without further discussion or consideration, such action should be taken as early as possible; and

(*d*) a brief report should be forwarded to the Ministry of Community Development indicating action taken.

(2) It was suggested that in future the P.E.O's Annaual Evaluation Report should be divided in two parts *viz*. (*a*) a review as to how the Community Development and N.E.S. organisation has discharged its obligations and responsibilities, taking into account the resources available at its disposal; and (*b*) how for other Departments at the Centre and the States have assisted in the furtherance of the programme and what further facilities and resources are required in order to improve porgress.

(3) It was also agreed that a Sub-Committee of Development Commissioners should be constituted to examine the Annual Evaluation Report of the Programme. Evaluation Organisation and give suggestions and recommendations on the various points made in the Reports. These will then be considered at the annual Development Commissioners' Conference. It was agreed that the Ministry of Community Development should nominate, for this purpose, five Development Commissioners representing the five S.R.C. Zones.

A Sub-Committee has accordingly been constituted with the following members :—

1.	Shri V. Isvaran, I.C.S.	Bombay
2.	Shri N.E.S. Raghvachari, I.C.S.	Kerala
3.	Shri H. Banerjee, I.C.S.	West Bengal
4.	Shri E. N. Mangat Rai, I.C.S.	Punjab
5.	Shri Govind Narain, I.C.S.	Uttar Pradesh

The Sub-Committee was scheduled to meet on April 16, '57 to consider the Fourth Evaluation Report (1957) of the P.E.O., but the meeting had to be postponed as the Report was not ready. The report now forms an item on the agenda of the Conference.

Cottage Industries

(*i*) It was reported that some States are experiencing difficulties as a result of accumulation of yarn. The All India Khadi and Village Industries Board are examining the problem and action is being taken in the direction of organisation work in areas where it is suitable on the basis of self-sufficiency and commercial marketing.

The All-India Khadi and Village Industries Board has agreed to help in getting the yarn woven so as to achieve self-sufficiency in cloth, if the affected areas happen to be in areas covered by C. P. area.

(*ii*) It was recommended that a more comprehensive survey be undertaken in the Pilot Projects. The Ministry of Commerce and Industry have agreed to provide about 10 teams each consisting of two or three Economic Investigators, who with technical officers for particular industries drawn from the All India Organisations, would carry out such an investigation and make concrete recommendations to the Pilot Project Officer (Industries) for further action.

The Ministry of Commerce and Industry have taken action, and 12 teams have already gone to the undermentioned Pilot Projects for conducting industrial surveys :—

1. *Western Region* : (a) Kolhapur (b) Manavadar-Vanthali (c) Sehore & Raison Districts.
2. *Southern Region*: (a) Erode (b) Kakinada-Peddapuram (c) Neyyatinkara-Vilavancode.
3. *Northern Region* : (a) Batala (b) Dhuri (c) Deoband.
4. *Eastern Region* : (a) Baruipur (b) Russelkonda Ekangarsarai-Barbigha C. P.

The teams have covered the first stage of the survey and have gone for the second and part of the third stage.

HOUSING

The amount of Rs. 10 crores available in the Second Five Year Plan as loan finance should be utilised for setting up model villages consisting entirely of new model houses. In locating sites, preference should be given to Community Development/NES blocks which are favourably situated in terms of communications, power, water supply, ete.

It is proposed to establish 625 Pilot Housing Projects in the country, and draw up master plans for the villages and suitable design sfor houses by the State Rural Cells, having regard to local climatic and other conditions. An amount of Rs. 1.6 lakhs has been earmarked for each Project and estimates are made to associate other Ministries, etc., who have provision of funds for the rural uplift during the Second Five-Year Plan. Ford Foundation have also offered assistance for this purpose.

IRRIGATION

Betterment Levy

No final decision has so far been taken by the Planning Commission in the matter, which is still under correspondence with the State Governments.

Programme and Planning

(*i*) Review of the scope and pace of the programme in view of the financial allocation of Rs. 200 crores provided in the Second Five-Year Plan for the C.D. and NES programme against an estimated requirement of Rs. 263 crores.

The programme for C. D. and NES during the Second Five-Year Plan visualised on the basis of the over-all allocation of Rs. 200 crores was communicated to State Governments *vide* letter No. CPA/13(18) /P/56 dated 10-7-56.

(*ii*) Programme for pre-intensive period.

State Governments are generally advised on each occasions an allotment is made to give due consideration to the development of relatively backward areas while locating the blocks.

Instructions have also been issued to State Governments to fully utilise the period between the date of inauguration of block and the date of the commencement ot actual work.

The pattern of Development and expenditure in the special multipurpose blocks in tribal and scheduled areas alloted by the Ministry of Home Affairs and financed jointly by the Ministry of Home Affairs and Ministry of Community Development (Rs. 12 lakhs by the Ministry of Community Development and Rs. 15 lakhs from the Ministry of Home Affairs) has since been finalised and detailed instructions issued to the State Governments, *vide* letter No. 100 (25)/57-Prg dated March 27, 1957.

Delegation of Powers

It is important to ensure that adequate delegation of powers is given to the officers at various levels charged with the execution of schemes. There should also be progressive and enhanced powers given to these officers in the light of the experience gained in the implementation of the programme during the last four years. It should, however, be noted that while the Sub-Divisional Officer should be given responsibilty for the execution of the programme, nothing should be done to detract overall responsibility of the collector for the programme.

The need for delegation of adequate powers to the officers charged with executive responsibility for the programme has been repeatedly emphasised on the State Governments. The over-all position is that the powers delegated to the Development Commissioners and the District Collectors more or less approximate the pattern set by the C.P.A. As regards the S.D.Os. and B.D.Os. the power of sanctioning grant-in-aid is less than the pattern suggested by C.P.A. The matter is under correspondance with the State Governments and deficiency, wherever it exists, will, it is hoped, be made up.

Administrative Intelligence

The Conference endorses the main recommendations and conclusions of the Calcutta Seminar on Administrative Intelligence.

(1) An expert Sub-Committee met in New Delhi during August 13-16, 1956. The recommendations of the Sub-Committee were forwarded to all

	Development Commissioners with this Ministry's letter No. MCD/38/6/56-PP dated 7-11-56. (2) The revision of the list of 'key indicators' in the light of the recommendations of the Sub-Committee of the Statisticians, Estimates Committee of the Lok Sabha and the Technical Advisers in the Ministry is an item for consideration at the Sixth Development Commissioners' Conference. (3) It has been decided to change the basis of the assessment analysis from "per 1000 persons" to "per Block", since the objective of the CD and NES programme is 'area development' with the Block as the unit. The revised technique is being introduced in the analysis of reports for December, 1956, quarter.
tion and public Relations A provision of a special fund of Rs. 1 crore should be made for supply of basic and cultural literature and other special educational material to project areas in accordance with the expansion programme for Community Development finalised in the Seconed Five-Year Plan. State Governments should be consulted for the selection of literature.	The scheme has been generally approved by the Central Committee and the matter is being processed further with the Ministry of Finance.
Small Savings The following measures were recommended for promoting the small savings movement in the Community Development and N.E.S. areas :— (*i*) Sub-Committees of Block Advisory Committees may be constituted specially for the small	Necessary instructions have been issued by most of the State Governments to their field staff asking them to propagate this activity. The State Governments were advised to utilize village panchayats and village cooperatives for this purpose.

savings movement and suitable non-officials may be coopted to these Sub-Committees.

(*ii*) District Saving Committees may be considered to be Sub-Committees of the District Planning Committees in order that there may be an effective liaison between the savings movement and the planning organisation.

(*iii*) With a view to facilitating the issue of savings certificates, it is necessary that at least one post office savings bank is opened in every block, if not already in existance.

(*iv*) The Village Level Workers should be given some training either at the Extension Training Centres or through special lecture so that they may explain the aims and objectives of the movement to the villagers; and

(*v*) The audio-visual equipment available in the block could be used for giving publicity to the savings movement.

The National Savings Commissioner, Simla, has also been associated in this work and tour programmes of the officers of the National Savings Commissioners and the Ministry of Community Development are being sent to each other in their areas to help and keep each other fully informed of the activities. The Ministry of Communications have been approached to provide post-office saving-bank facilities at least at all the Block headquarters.

In order that the efforts towards small savings drive in the States now merged with other States may not receive a set back, the State Governments hvae been asked to submit quarterly progress report with a descriptive note indicating measures taken for popularising and intensifying the Small Savings Schemes in their States.

Annexure II

Statement showing the position of the action taken by the State Governments on the main recommendations of the Fifth Development Commissioner's Conference.

Main Recommendations	*Action taken*
Review of operational position	
It was felt that special stress should be laid on stepping up of agricultural production; development of village and small scale industries; development of co-operation; work among women, children and youth; work in tribal areas; assisting small farmers, landless tenants, agricultural labourers and artisans; strengthening of technical departments; development and activisation of self-governing institutions, espacially village Panchayats; and effective co-ordination between the extension agency on the one side and technical departments and popular institutions on the other.	Reports received from the State Governments reveal that these activities are receiving due consideration.
(i) Cottage Industries	
Cottage industries should be treated as part of the integrated programme in the C. D. and N. E. S. areas and targets for the industrial development should be fixed in respect of each C. D. and N. E. S. block taking into consideration local conditions.	This is being implemented by most of the State Governments. Difficulty in implementation has particularly been expressed by Delhi Administration due to shortage of staff.
(ii) Development of Khadi	
The All-India Khadi and Village Industries Board is providing facilities for the training of instructors in Khadi Work. It is important that the community Development Administration in the States should take	The States of Kerala, Mysore, U. P. and West Bengal have replied stating that necessary action is being taken to implement the recommendation,

advantage of these facilities by deputing suitable persons for training. In the pilot project areas Community Project Officers (Industries) should contact the regional representatives of the All-India Khadi and Village Industries Board and frame specific schemes for the training of instructors and development of institutions to take up Khadi work.

(iii) Pilot Projects

It was agreed that Community Project Officer (Industries) Pilot Project, should be provided technical staff in order to ensure the success of the programme. The cost of this staff would be met under the general pattern of assistance to the extent of 50% by the Central Government (Ministry of Commerce & Industry).

Some of the States have already appointed necessary staff while steps are being taken in others to implement the recommendations.

(iv) Small Industrial Estates

2 (a) (vi) The Ministry of Commerce and Industry have initiated a scheme for setting up small industrial estates each costing about 10-15 lakhs. These are entirely financed by the Centre and they have requested the State Governments to start with 8 industrial estates situated in suitable pilot project areas. The establishment of such industrial estates and their extension to other suitable Community Project areas was also recommended. The Ministry of Commerce and Industry have also launched an experimental scheme for 45 mobile workshops to do intensive touring in selected Community Project areas particularly pilot projects and a certain number are already on the road. It is important that the State Government should take full advantage of these scheme initiated by the Government of India.

The following pilot projects have been selected for establishing Industrial Estates:

1.	Andhra Pradesh	Kakinada
2.	Bombay	Kolhapur
3.	Madras	Erode
4.	Punjab	(i) Batala (ii) Malerkotla
5.	West Bengal	Baruipur
6.	Kerala	Neyyattinkara
7.	Madhya Pradesh	Bhopal
8.	Uttar Pradesh	Deoband

So for only one scheme in respect of Erode at Madras has been sanctioned by the Ministry of Commerce and Consumer Industries. As there has been a delay on the part of the State Governments concerned to forward their schemes to the Ministry of Commerce and Consumer Industries, that Ministry has reminded the Joint Development Commissioners of all the 5 regions to have the schemes finalised at a very early date.

(*v*) Integration of various State Governments schemes regarding Cottage Industries with the Community Development Programme.

Recommendation is being implemented in most of the States.

(*vi*) Extension service for cottage and small-scale Industries and training programme :

An Extension Officer for Industries to be made available to each C. D./N. E. S. block. The cost of this Officer will come within the terms of the pattern of assistance of the Ministry of Commerce and Industry (i.e., sharing expenditure on 50:50 basis with the State Governments).

Copies of the Ministry of Commerce and Industry's letter, asking the State Governments to recruit the Extension Officer (Industries) in each C. D./N. E. S. area—the cost of which is to be shared on 50:50 basis—have been forwarded to the State Governments. Some of the States have already appointed Extension Officers (Industries) in the development blocks.

Co-operation

Rules and regulations relating to taccavi should be examined and liberalized, as far as possible, with a view to providing adequate credit to the so called un-credit worthy applicants.

The recommendation is being implemented in most of the States.

It was suggested that information may be collected on the following items which were considered as key

The Government of Kerala have furnished information regarding the key indicators in respect of the blocks alloted to erst-while Travancore Cochin State.

indicators of progress in the field of co-operation:

(a) Number of new cooperative societies started;

(b) Number of new members enrolled in New and existing cooperative societies;

(c) Amount of share capital raised from members;

(d) Names, quantity and value of agricultural commodities marketed through primary marketing societies, and

(e) Number of godowns constructed by Co-operative societies.

With regard to the training of Block Extension Officers for Cooperation, State Governments should make early arrangements for the recruitment of suitable personnel and their deputation for training at the 8 Training Centres set up by the Government of India. It was recommended that the project staff should actively assist in arranging programmes of cooperative education for the members and office-bearers of cooperative societies.

Agriculture

(*i*) Consolidation of holdings:

Consolidation of holdings should be taken up at the earliest possible stage, preferably at the pre-NES stage. It was suggested that the State Governments may adopt staffing pattern in Punjab and Uttar Pradesh where valuable work had been done in the field of consolidation.

Andhra Pradesh and Himachal Pradesh have adopted the staffing pattern accordingly. Kerala State has, however, stated that in the conditions existing in that State plans for Punjab and U. P. will not be suitable as far as that State is concerned.

	The Government of Bombay is considering the possibility of deputing one or two Consolidation Officers to Punjab and U. P. on study-tour.
(*ii*) Minimum Agricultural Programme: (a) Pre-Community Development Stage (b) Community Development Stage	Information regarding the implementation of the programmes has been received from Bombay, West Bengal, Kerala, Manipur and Pondicherry. The recommendation is under examination of the Government of Madras, The Government of U. P. have stated that the implementation of the programme at Community Development stage will take some time.
(*iii*) Cultivation Pepper It was recommended that in those States where possibilities of pepper cultivation exist, nurseries for the production of plants of guaranteed quality should be set up and distributed through the extension agency.	The Government of Kerala have intimated that nurseries have been started in the NES areas and quality cuttings both rooted and unrooted—are being distributed.
Medical and Public Health (*i*) Primary Health Centres	The Government of U. P. have implemented the scheme of having one primary health centre and 3 maternity child sub-centres for 35 Community Development blocks. Health Centres already exist in all the blocks in Mysore and their number is being further increased. Health Centres and maternity and child welfare centres will be provided in different parts of West Bengal during the Second Five Year Plan. Pondicherry Government have also planned adequate number of Primary Health Centres in these blocks,

(*ii*) Family Planning

The Government of U. P. have undertaken training of persons in the techniques and methods of family planning. The recommendation is also being implemented by Madras, West Bengal, Kerala and Pondicherry States. The Government of Bombay have stated that their policy is against the use of artificial methods like contraceptives, opprations, etc. That Government favours moral restraints and rhythmic cycle. Recently, however it is understood that they have agreed to fall into line with all-India policy.

(*iii*) Mineral and Thermal Springs

Each State should collect complete information on the existence of mineral springs in its own area, analyse the water of such springs and consider the question of developing such springs, as are found suitable for the purpose, as health resorts and as hydrotherapy centres for treatment of certain ailments.

The Governments of Bombay, Orissa, Punjab and U. P. have stated that speedy action is being taken by them in the matter.

Social Education

(*i*) Work among women

Two pilot projects for women have been started in Kerala. The Government of Madras is also taking action on the lines recommended. The Government of Mysore has started home science wings for the training of women, but the response so for has not yet been very encouraging.

(*ii*) Programme of work among children

The recommendation is being implemented by most of the State Governments.

(*iii*) Work among Youth	There are many clubs and organisations in most of the States working among youth. Efforts are being made by these organisations to utilise and properly channelise the energy of the village youth in useful pursuits.
(*iv*) Production and use of Audio-visual Aids.	Noted for consideration. The recommendation is generally being implemented.
SUPPLIES AND USE OF EQUIPMENT	
Irrigation	
(*i*) Methods to accelerate water utilisation	The recommendation has been noted by the State Governments.
(*ii*) Synchronised promotion af seasonal activities.	The recommendation is being implemented.
Programme Planning	
(*i*) Programme for pre-extensive period	The recommendation is generally being implemented. Difficulties have, however, been expressed regarding the conducting of preliminary survey of new blocks. This part of the recommendation is particularly not being implemented in Madras, Bombay, Rajasthan and Orissa.
(*ii*) Programme for pre-intensive period and post intensive period.	Action is being taken generally by all the State Governments on this recommendation.
Training	
A. Project Personnel	
(*i*) Institutional Training (*ii*) Organic relationship between the training centres and the field ;	The recommendations are generally being implemented,

The Principal of the Extension Training Centre should be given over-all responsibility for the implementation of the programme in the Development block around the Training Centre. He should be suitably assisted by a Block Development Officer.	Some of the State Governments namely, Punjab, Bihar, Madras and Jammu and Kashmir do not consider it desirable to burden the principal with any administrative or development work. However, the recommendation is generally being implemented by some other States including U. P., Andhra Pradesh, Kerala and Mysore.
(*iii*) Establishment of Training Centres	The recommendation has been noted by the State Governments.
(*iv*) In-service Training Programme.	The recommendations are generally being implemented.

PEOPLE'S PROGRAMME

Administration.

(a) Assisting the growth of Technical Departments	The recommendations are generally being implemented.
It was emphasised that the system under the National Extension Service, where by an administrator acts as a co-ordinator of the work of technical officers at various levels, should be maintained. But, while the administrator continues as the leader of the team of the departments at his level, for instance the B. D. O. at the block level, it is important that the technical officers should not feel a sense of frustration................... It will be necessary to strengthen the supervisory personnel in the technical departments at the sub-divisional, district, and State levels. The strengthening of the personnel should not only be quantitative but also qualitative.	The recommendation is generally being implemented. Some friction between the technical officers and administrative officers has been reported in Mysore; but the State Government has issued necessary instructions to the P. E. O.s as per recommendations of the Development Commissioners' Conference.

(b) Delegation of powers	Action is being taken.
(c) Delimitation of block boundaries	State Governments have generally accepted the recommendation and acting accordingly.
(d) Administrative co-ordination	The recommendations are generally being implemented.
Administrative Intelligence	
Setting up of Administrative Intelligence Units in the States	
(*i*) The A. I. Unit at the State Hqs. should form an integral part of the State Bureau of Economics and Statistics, where a Bureau already exists.	(*i*) A. I. Units have been set up in the States. The A. I. Units have been integrated with State Statistical Bureaus in all the States except Andhra Pradesh, Assam, Orissa, Punjab, U. P. and West Bengal. The Government of Andhra Pradesh have decided to keep the unit in the Planning and Development Department itself, as this course was considered to be in the best interest of administrative efficiency. The State Bureau of Economics also, it has been stated, forms part of the Planning and Development Department.
(*ii*) There should be adequate arrangements for statistical work at all levels viz. State, District and Block, and, if possible, at the Divisional Level also.	(*ii*) Provision for one Progress Assistant in a Block has been made in the permanent staffing pattern of NES during the Second Plan. The question of training of Progress Assistants by the State Statistical Bureaus under the guidance of C. S. O. has also been taken up by States. The strengthening of the Statistical Machinery at district and State headquarters is engaging the attention of the C. S. O.
(*iii*) The Centre should share with the State Governments in the expenditure on statistical personnel from the Block-level upwords.	(*iii*) This question was recently discussed in the Fifth Meeting of the Working Party on Statistical schemes for financial assistance from the Centre,

	held in the C. S. O. on 5th March, 1957. It was recommended that the expenditure on staff to be appointed at the State Headquarters for doing work relating to C. D. and N. E. S. Programme should be shared through funds provided in the C. S. O. budget. The staffing pattern for the purpose as recommended by the Joint Conference of Central and State Statisticians (*i. e.* One Assitant Director, 2 Investigaters, 1 Clerk, 1 Peon) was approved. The C. S. O. was requested to take steps to have a letter issued from the Cabinet Secretariat to State Governments inviting specific proposals under this head.
(*iv*) It is understood that in certain States the Head of the Administrative Units is being required to do quite a lot of other work *e. g.* publicity. The seminar was of the view that the work relating to A. I. Unit was sufficiently heavy and that the A. I. Unit should not be burdened with any other miscellaneous items of work.	(*iv*) This recommendation has been implemented by most of the States.
BASIC EDUCATION	
8 (*iv*) The educational institutions that are coming up in the Community Development and N. E. S. areas should conform to the ideal of rural living. In other words, special efforts should be made to introduce Basic Education in the project areas. Development Commissioners and others concerned were requested to take sympathetic and appreciative interest in basic education.	The State Governments have been advised to make special efforts to introduce basic education in the Project areas. The replies received show that due attention is being paid to implement the programme relating to Basic Education in the institutions that are coming up in the C. D./N. E. S. areas.
INFORMATION AND PUBLIC RELATIONS	
(*i*) State Government which have not yet set up liaison Committees at the State level to look after the	Committees have been set up in most of the States.

establishment and running of the Information and Community Centres at the Block headquarters Centres should do so immediately and get them to start functioning without further delay.	
(*ii*) State Governments should forward a list of District Information Centres to the C. P. A. so that they could send the literature and material to these Centres.	Lists have been received from the States of Mysore, Bombay, U. P., Rajasthan and Himachal Pradesh. There are no District Information Centres in Orissa, Kerala and Rajasthan.
(*iii*) As regards the intensive publicity of C. D. and N. E. S., the Conference reiterated the recommendation of the Simla Conference that a suitable wing of the State Information and Publicity Department should be organised under an officer of sufficiently high status, who will be exclusively responsible for the publicity work concerning the C. D. and N. E. S.	The recommendations is being generally implemented.
(*iv*) State Governments should undertake the preparation of regional language editions of C. P. A. publications in the same way as in the case of other technical manuals.	This is generally being done.
(*v*) Close liaison should be maintained between the Field Publicity Officers of the Ministry of Information and Broadcasting and State Publicity Departments.	The recommedation is being generally implemented.
(*vi*) State Governments should see to it that the bulk supply of literature by Central agency like the Ministry of Information and Broadcasting and the C.P.A is not held up at the receiving but is distributed frequently to the ultimate recipients.	The recommendation is being implemented.
SONG AND DRAMA	
Close liaison should be maintained between the Project authorities and the Radio Stations concerned in sphere of rural programme and for the popularising of the Song and Drama programmes of the All-India Radio,	The recommendation is being implemented,

I. MAIN RECOMMENDATIONS AND CONCLUSIONS

State Governments who had not already sent their reports on the action taken on the recommendations were requested to do so as early as possible to enable the Ministry of Community Development to print a summary for circulation.

II. MINIMUM PROGRAMMES

(a) Agriculture

NOTES

The Community Development Programme is a part of the total national development programme, and is vitally linked up with the development of agriculture. During the Second Five Year Plan it has been contemplated to increase the agricultural production by 28%, and accordingly funds for the same are provided in the State plans, as well as in the plans of the Central Ministries of Agriculture, Community Development, and Irrigation and Power. Each State has accepted the targets for additional production which are based on specific items of improvement in the fields of irrigation, drainage, soil conservation, land-reclamation, use of fertilizers and local manures including green manure and composts, and adoption of improved seeds, better cultural and plant protection methods over extensive areas. At the Fifth Development Commissioners' Conference, a minimum programme for agriculture was approved for the C. D. and N.E.S. areas. To what extent this minimum agricultural programme has been adopted by various States? What are the difficulties that the States have encountered in preparing minimum programmes?

2. In most of the States the State plans of agricultural production have been split up to the district level, each district having a target for each item of agricultural improvement and being aware of the funds that are available for this purpose from various sources. Where the district-wise break-up of the phased programme of the opening of NES and CD Blocks has been prepared, it is possible to prepare a Block-wise break-up of the agricultural programme taking into consideration the funds that will be made available from different development departments such as Agriculture, Irrigation, Cooperation and the Block budget. The total funds that will be available for various agricultural improvement schemes in the Block from different sources could easily be worked out and improvement programmes framed taking into

consideration the better administrative organization available through the NES pattern and the larger people's participation and greater self reliance that would be generated through the extension programme. In view of these considerations the block targets would naturally be higher than the targets for non-block areas.

3. Though it has been accepted that the Block agricultural programme should be prepared soon after the block is opened; in practice it is found that in many Blocks such programmes are not at all prepared; and where the programmes are prepared their preparation is often considerably delayed. The plans in many cases are not comprehensive enough and deal with only a few items such as quantities of seeds and fertilizers to be distributed. With the emphasis on quantity of seeds and fertilizers to be distributed, the area-needs are sometimes lost sight of. What principles should be adopted for all the Blocks in connection with the preparation of the Block programme ?

(i) Should an *ad-hoc* programme for demonstration and distribution of seeds and fertilizers and implements be prepared and got approved a month before the opening of the Block by the District Agricultural Officer on the basis of his experience of work in older Blocks ?

(ii) The survey of the Block is to be completed within six months of the opening of the Block and as soon as the survey data are available the Block Level Agricultural Extension Officer should arrange to get Block plans ready in consultation with the village people for each of the village. These plans should be based on the needs of the area in respect of various items of improvement *i.e.* they should be related to the facilities and scope for irrigation, drainage, reclamation and soil conservation, scope for double and triple cropping, fertilizer, manurial and seed requirements of the area cropped, education and training of farmleaders and farmers, and building up of people's organizations which would assist in agriculture and Community Development in general. Before the V.L.W. initiate discussions about the preparation of village agricultural plans, he should become acquainted regarding the various items of agricultural improvement contemplated under the Second Five-Year Plan in his district.

If two to three months are allowed for the finalization of the village plans, it should be possible to get these plans

ready and approved by the Agricultural Officers within nine months of the opening of the Block. This appears rather long as it involves the loss of at least one cropping season but is unavoidable in view of the fact that the village level worker has to build up contact and gain the confidence of the village people, in addition to collection of data through survey which takes considerable time.

4. Reports on the working of the Community Projects prepared by Programme Evaluation Organisation, Dr. Carl C. Taylor, Mr. M. L. Wilson and the Estimates Committee of the Parliament, as well as the reports of Inter-State Seminars and field officers have drawn attention to certain gaps and short-comings. Along with these certain, basic issues are considered under the three heads (a) programme, (b) supplies and services and (c) administrative arrangements.

5. Programme—Building up of leaders

Dr. Taylor has pointed out that India's Community Development is "unique and that its extension programme is based on the knowledge that extension work can best be taken by use of group methods; that adoption of improvement practices by individuals will be more rapid if organised groups assume responsibility for the spread of these practices. There are countries which have Community Development programmes which only incidentally make use of Government Extension agencies and they have Community Development and extension programmes working side by side. There are extension programmes which make very little use of group methods. There are times and places where group organization is promoted solely for the sake of organization with over emphasis on mass participation irrespective of dedication. Worst still, there are cases where organizations are built up for purposes which have little improvement significance. An agricultural demonstration which is used to mobilize 100 cultivators for carefully instructed observations and on the spot discussions represents larger significance in terms of learning process and motivation for the future, then the participation of one thousand persons in road building by *Shramdan.* Proven and trusted leaders who are members of groups when identified, utilised and developed would prove the greatest asset for the community organization rather than the outside leaders who often attend and miraculously solve the problems by calling in the excess of outside resources rather than developing the

resources of the group. A farm-leader selected by each local group can carry on 90% of the work without the V. L. W. being present."

6. Agricultural leaders

Should a conscious effort be made to locate, identify, train and develop local group leaders so that the extension programme is speeded up and the vital task of building up of the community does not remain incomplete? Natural agricultural leaders can take charge of a group of farmers or a Block of land for the development of agriculture, and could also play a very vital role in supervising the proper application of agricultural credit.

An average village has a population of 500, of which 433 are agriculturists including landless labourers. For looking after 86 agriculturist families eight leaders are required at the rate of one leader for every 10 families. The programme should, therefore, aim at training 10 leaders out of which 4 and 6 may be trained at pre-intensive stages respectively.

7. Youth Clubs

Clubs of young children between 6 to 16 years of age are organised in the villages in some Blocks. In some cases the members of the clubs take up a small project enterprise *viz* growing of crops, vegetables, fruits, flowers or of rearing poultry, goat, sheep etc, These projects create interest in agriculture and help introducting improved agricultural technique to the family. Such clubs are very useful for building up farm-leaders. In such clubs increasing number of small and middle group farmers' children should be enrolled, so that the future farmers are trained up and organised. How many youth clubs should be organised during pre-intensive and intensive stages ?

8. Demonstrations

Demonstrations are very vital for the education and training of farmers and they need to be conducted properly and should be seen by the farmers. In some Blocks there is a tendency to have too many demonstrations which cannot be attended to properly. Records of results of demonstrations are not maintained in some Blocks as pointed out in the Evaluation Report. The results of these demonstrations need to be compiled and circulated not only

within the Block but also to the adjoining Blocks so that lessons could be learnt and confidence gained. Apart from the usual simple demonstrations, it should be possible to introduce demonstrations involving a number of improvements to be carried out on an entire holding of an average farmer according to a predetermined cropping pattern. The economics of production on the holding should be recorded and the farm leaders should utilise the data in extension work.

Mr. M. L. Wilson has pointed out that a demonstration carrying out a farm enterprise as a whole is of tremendous importance in a village as it demonstrates how an individual cultivator uses under a farm plan all his resources, his land, his opportunities, his skill, and labour so as to get greatest returns. Such planning and demonstration frequently involve use of credit and teaches the farmers how to make productive use of credit so that his whole plan is more profitable. This planning often develops step by step as the farmer proceeds on simple demonstrations and combines at the end of three to four years a number of new practices in his farm plan.

The ultimate aim is to have one entire holding or a farm plan demonstration for each village in addition to better production demonstrations on all the principal crops for demonstrating the combined effect of improved seeds, fertilizers, better cultural methods etc. It should not be necessary to continue the same simple demonstration for more than two to three years.

The Estimates Committee have recommended that the parties of farmers should be encouraged to visit Blocks and institutions for seeing advanced practices such as adoption of green-manuring, improved implements etc.

9. Common self-help programme :

According to Dr. Taylor, systematically planned self-help undertakings by mobilizing and harnessing the physical, economic and social potential of community groups, contribute substantially to the building up of the community. The following items of the programme fall under this category.

(*i*) Construction of minor irrigation, drainage or flood protection works.

(*ii*) Consolidation of holdings.

(*iii*) Organization of mutual-aid-teams to assist in soil conservation, better cultivation, and plant-protection.

(*iv*) Village self-sufficiency plans for improved seeds.

(*v*) Organization of cooperatives for credit and marketing.

(*vi*) Preparation of master plans based on land and water survey providing necessary human and animal needs in respect of crops, fruits, vegetables, fodders, cattle feed, raw materials, timber and fuel requirements may be prepared during the intensive stage for atleast one village per V. L. W. During the post-intensive stage such plans may be introduced in all the villages.

(*vii*) The gram-panchayats can be persuaded (i) to fix certain minimum standards of cultivation which may be adopted in the village so that disparties in yield are reduced, (ii) to settle promptly the land ownership and boundry disputes, (iii) to arrange for the timely repaires to the minor irrigation works and to supervise rotational supply of water on all irrigation in the village, and (iv) to so control the village cattle as to prevent the damage to crops and encourage double and triple cropping.

10. Physical items of the programme :

Apart from the items mentioned above which contribute to the agricultural production and provide village dynamics in terms of initiative and responsibilities, is it not desirable that certain minimum programmes be laid down for developing an increasingly more efficient rural economy, and if so, what should be those items ? Should the minimum programmes vary from Block to Block according to the local conditions as the developmental programmes in the Second Five Year Plan vary from State to State ?

It appears advisiable to have a common minimum programme but the target for each item may vary from Block to Block depending upon the local conditions subject to overall agricultural production being achieved. The contributions that the different items of the programme may make towards the increased production may vary from place to place but the goal for the total additional agricultural production should be attained. Since the Blocks would be in various stages of development, should

the goals for additional agricultural production vary from Block to Block according to stage *i.e.* the pre-intensive, intensive, or post-intensive stage ? Since the community spirit and resources would have been better mobilised in the intensive Block, it would be natural to aim at a higher goal in that stage. Accordingly during the post-intensive stage the community would be still further advanced, and since most of the time of the village level workers would be devoted to agriculture work, the goal should be still higher. It is, therefore, conceivable that one intensive Block may have a higher goal than another post-intensive Block because of the existing stage of Community Development.

11. Goals of additional production

(*a*) *Pre-intensive stage :*

The goal for additional production at this stage should be 30% increase over a period of three years even in the unfavourably situated N.E.S. Blocks because of the following factors :—

(*i*) The Second Five Year Plan visualises an overall increase in production by 28%.

(*ii*) The impact would be greater because of the N.E.S. pattern of staffing ;

(*iii*) The National Sample Survey has revealed 20% increase in the yield in CD and NES areas as compared to other areas, and

(*iv*) The reduction of economic distress that frequently occures in unfavourable areas.

(*b*) *Intensive stage :*

During the intensive stage the goal for minimum additional production should be 35% within three years in view of the following :—

(*i*) the intensive stage for many Blocks will be reached within two years by which time the community would *not* have been properly organised, and

(*ii*) the provision of amenities according to the Community Development Programme would lead to some detraction of effort on the agricultural front.

(c) *Post-intensive stage :*

Should the goal at the post-intensive stage be increased to 50% increase in the production within three years in view of the better organization of the community and non-provision of funds for the amenities programme ?

12. Consolidation of holding :

At the Fifth Development Commissiners' Conference it was considered desirable to take up consolidation of holdings even before taking up the N.E.S. Blocks, as the prior consolidation of holding would straighten out the alignments for irrigation channels and roads and make the investment on wells more profitable, and release a great deal of enthusiasm for agricultural improvement. The Estimates Committee in their report have recommended that consolidation of holdings should be made a condition precedent to the opening of a Block. If this recommendation is accepted it will slow down the opening of new Blocks as the progress of consolidation of holdings is rather very slow. Is it possible to speed up the consolidation of holding by : (i) provision of special training facilities in consolidation, and (ii) provision of short term loans for meeting the cost of consolidation including the cost of staff which may be recovered within a year of the initiation of the consolidation proceedings.

Alternatively, would it be possible to defer the investment on minor irrigation works, communications and soil conservation within the Block till after the consolidation of holding has taken place? Limited funds provided for this purpose could be made to confer a larger benefit if spent over consolidated areas.

13. Minor Irrigation :

Since the funds are limited, it is desirable to give first preference to those works which cost less per acre and give quick results in the area irrigated and which bring forth the maximum of people's contribution. Minor irrigation works benefiting a group of farmers may be preferred as these avoid over-lapping and are more economical. The fuller and wiser use of the existing irrigation sources can lead to an increased area under irrigation but this aspect of the programme has not received the attention it deserves. The target for additional irrigation should comprise

of irrigation from two sources, *viz.*, (a) new works and (b) existing sources.

14. Soil conservation :

The bunding of lands particularly in dry areas can lead to a considerable increase in agricultural production. Soil conservation demonstrations are very educative and need to be organised in suitable areas. The programme of soil conservation can be undertaken as a part of self-help programme in the village provided necessary technical advice and assistance is available. Since this work has been lagging behind, it is necessary to provide targets of area to be benefited by soil conservation works.

15. Reclamation of waste lands

Reclamation of waste land which can be undertaken with the help of manual labour has been a popular item of the development programme. Considering the area available for reclamation within the block, a suitable minimum programme could be fixed.

16. Intensity of cropping :

In many Blocks there is scope for the extension of double and triple cropping by suitable adjustments in the cropping patterns, and by utilising improved agricultural implements which enable quick preparation of the land. Specific targets for increasing the area under double and triple cropping would help in emphasising the importance of this work.

17. Area under improved seeds :

Each Block is to have a Block farm of about 25 acres. Such a farm should provide adequate primary seeds for multiplication, and each village should be the unit for seed multiplication as recommended by the Estimates Committee. The primary seed may be given to the best farmer who produces heavy yields by adopting sowing methods which economise seeds, and who is also willing to spare almost the entire produce of seeds. The exchange and sales of improved seeds should be promoted on the threshing floors, immediately after the harvest, and chains of seed producers and buyers must be organised on the basis of continual renewal of seed so that the seed does not deteriorate. If a beginning is made with two maunds of pedigree seeds of paddy per Block per 10 maunds of wheat seed per Block it should be possible to saturate the entire

area with improved seeds within the fourth year as per calculations shown below :—

Year	Quantity of seed used for sowing (Mds)	Acreage covered	Seed rate per acre and methods of sowing (Seers)	Seed available for use next year from the area sown. (Mds.)	Seed-production rate per acre
Paddy					
1	2	10	8	200	20
2	200	400	20	4,000	10
3	4,000	8,000	20	80,000	10
4	80,000	1,60,000	20	Entire area saturated	
Wheat					
1	10	10	40	100	10
2	100	100	40	1,000	10
3	1,000	1,000	40	10,000	10
4	10,000	10,000	40	Entire area saturated	

Except in the case of seeds like cotton which require processing, the Blocks should not depend upon large scale outside supplies of seeds as is the case now in a number of Blocks. During the Second Five Year Plan it is the intention to cover the entire area under paddy and wheat with improved seeds provided suitable varieties are available for the area. The emphasis should be on the percentage of the area covered with improved seeds rather than the quantity of seeds distributed. The purity of improved seeds which is used by the farmers should be continuously improved year after year.

18. Fertilizers :

During the Second Five Year Plan it is contemplated to step up the consumption of fertilizers to an average of 500 tons per Block, per annum of which roughly 1/3rd will consist of phosphatic fertilizers. In India we use only negligible quantities of phosphatic fertilizers though there is hardly any advanced country in the world which uses less phosphatic fertilizers than nitrogenous fertilizers. The targets for the fertilizers consumptions should be based on what the soils need. The intention is to continuously

improve the fertility of the soil and the use of fertilizers is the first step towards the prosperity of the farming community.

19. Local organic manures :

The intention is to apply to every acre of land — which is not green manured annually — atleast 50 maunds — 4,000 lbs — of cow-dung or compost. At present the cow dung and the compost that we produce is not adequate even for 1/3rd of the cropped area. The green manure has, therefore, to be promoted in addition to the preparation ot larger quantities of better quality compost. The urine, from cattle as well as human, is entirely wasted. The reports of the Estimate Committee and Mr. Wilson have drawn attention to this shortcoming. Pilot schemes for the preparation of night soil compost in bigger Panchayats have been launched. The Estimate Committee and the Evaluation Report have drawn attention to the need for teaching proper methods of compost making. Should the targets of manuring every acre of land with 50 maunds of local organic manures be accepted for the post-intensive Blocks ?

20. Better cultivation techniques :

Better cultivation techniques like Japanese Method of Paddy cultivation, improved method of sugarcane cultivation, U.P. method of wheat cultivation etc. have gained popularity but the area brought under such method is still insignificant as compared with the total acreages under these crops. Should we not aim in the post-intensive stage to cover every acre of land with better methods of cultivation if such methods are adoptable ?

21. Improved agricultural implements :

For better timing of operations and for reducing the labour and power requirements for different operations, it is necessary to encourage the use of improved implements. The absence of suitable improved implements and the lack of repair facilities have handicapped this work. The Estimates Committee and the Evaluation Reports have emphasised our shortcomings in this respect What special measures are necessary for us to push ahead in this item ?

22. Plant protection :

The methods of plant protection have caught the imagination of the farmers. Though at places wrong measures have been

recommended, the success of this work will ultimately depend on our ability to educate the farmers in early diagnosis and prompt adoption of plant protection measures. The equipment and the chemicals required should be made available through cooperatives and Gram Panchayats as recommended by the Estimates Committee. The equipment and stocks with the V.L.W's should only act as supplementary as the Government would be unable to take over the control of diseases and pests over vast areas of lands. The Estimates Committee have recommended the Examination of the feasibility of Panchayats or Cooperatives taking up the Plant Protection work for the entire village on the lines of the Malaria squad. This is worth experimenting in a few Blocks in each State.

23. Changes in the cropping patterns.

With a view to make up existing deficiencies in vegetable, fruit and fodder production, the growing of these crops has to be encouraged. The aim is to produce 6 ozs. of fruits and vegetables per adult per day during the course of five years, after the inauguration of the Block. It is proposed to increase the fodder production by 25% within a period of five years. Fuel and timber plantations have to be encouraged. Low yielding crops like small millots may in some areas be replaced with high yielding crops like maize or sweet potatoes. More remunerative crops like cotton, jute, oil seeds, coconut, arecanut, pepper, ginger, cashewnut etc. may replace less paying crops. The minimum programme may include the following items :—

(i) Additional area to be brought under fruits and vegetables.

(ii) Additional area to be brought under fodder.

(iii) Additional area to be planted with fuel and timber trees.

(iv) Area to be changed over from less yielding and less remunerative to high yielding and more remunerative crops.

In many villages flowers have to be brought when required from the towns and cities and such villages present a very drab appearance. Introduction of a few common flowering plants and shrubs would considerably add to the beauty and would evoke an appreciative response from the women and children. Seeds and

plants for this purpose could be raised at the Block farm and could be distributed in small quantities to the villages where they will be further multiplied and propagated. Should the introduction of flowering ornamental plants be undertaken at the pre-intensive or intensive stage ?

24. Supplies and Services

The Evaluation Report has referred to the shortages in the supply of seeds and fertilizers and has also pointed out that in many projects considerable proportion of V. L. W's; time has been taken up in the distribution of seeds, fertilizers and other materials and in arranging loans. The report recommends the strengthening of supply stores. As well as channel of supply to prevent complaints about quality, late receipt and insuffìcent supply. The following suggestions will assist in strengthening the supply line.

(i) The establishment of a seed farm for every Block as contemplated during the Second Five Year Plan will augment very considerably the supplies of primary seeds. If on this farm horticulture and aboriculture nursery is also set up, the position regarding the supply of seedlings and grafts will also increase. If an endeavour is made to make each village selfsufficient in respect of unprocessed improved seeds as recommended by the Estimates Committee and if chain of seeds producers and users are built up the supply will increase and the quantity to be physically handled would be reduced.

(ii) If cooperatives are built up as contemplated in the Second Five-Year Plan, and if a cooperative godown is provided for every 20 to 30 villages, and also if this godown is made to stock seeds, fertilizers, implements and plant protection chemicals and equipments as recommended by the Estimates Committee, the materials required by the farmer would be available near at hand and the supply position will improve. Setting up of cooperative nurseries and cooperative manufacture of improved implements has been recommended by the Estimates Committee.

(iii) If estimates of supplies required are based on the growing needs and in the light of the experience gained in the working of the projects and also if the receipt and distribution of stock is carefully watched by the Block Development Officer, the work load of the VLW would be reduced and the supply position should

become easier. For watching over the supplies and for looking after the distribution of loans a small cell can be set up in the B. D. O's office.

25. Administrative arrangements :

Dr. Taylor has pointed out that for successful working of the Community Development Programme it is necessary to have a complete cooperation between the various development departments. The dual control of the Block Level specialists are not working satisfactorily, according to the Evaluation Report also. It is now generally accepted that the National Extension Service is only an agency and the State Departments of Agriculture are responsible for planning and executing the agricultural programme with the help of the agency. It is recognised that the NES and C.D. do not supplant the agricultural extension staff of the Department of Agriculture but they supplement the staff. For successful working of the Community Projects and NES programme it is necessary to bring about a very close understanding between the officers of the Agricultural Department and those of the N. E. S. and C. D. programme right from the State capital to the village level.

The Evaluation Report of Dr. Taylor and Mr. Wilson's report emphasised the need for strengthening the technical department. In Agricultural Departments generally there are three wings, namely, research, education and extension and these may be considered separately in connection with the Community Development Programme.

26. Research :

The Evaluation Report has emphasised the need for intensifying the research and extending research facilities so that the following gaps in research are filled up :

(*i*) Improved seeds of millets, pulses, fodders and some of the oil seeds like mustard, til are not available in most of the States.

(*ii*) Crop improvement recommendations for the dry region which forms a large part of the country are limited. What we have to offer to the farmers of the dry areas is very little.

(*iii*) The number of agricultural implements which constitute real improvements over the traditional implements used by the cultivators is very small.

(*iv*) The recommendations in the field of plant-protection are limited and in some cases are not effective.

(*v*) Recommendations regarding a farm-plan are not generally available.

(*vi*) Facilities for soil testing are not available. This situation has now been remedied with the establishment of 24 soil testing laboratories under the TCM programme. These laboratories are expected to go into action very shortly.

(*vii*) Adequate facilities do not exist for local research and because of this; guidance regarding the adoption of recommendation to suit the local requirements is not available, though general recommendations exist. The strengthening of research units near the field has been recommended. If research assistants are provided on a District Farm in the fields of agronomy, plant protection, horticulture and agricultural engineering, these units could test the recommendations for the local suitability and could solve local problems and could serve as a channel of information from the field to the research laboratories.

27. Education and Training :

(*i*) Dr. Taylor and Mr. Wilson in their reports have emphasised the need for better training and orientation of the subject-matter officers in the Block so that they gear into a team spirit and are able to function effectively. After the simple recommendations are adopted by the farmers there will be need for more advanced recommendations and a better trained subject matter specialist will be called for. There will, therefore, be a continual need for training, improvement and higher standards. A few of the States have evolved special training courses for the block level agricultural extension officers. These courses should naturally be run at the agricultural college or at the research institutes where an extension wing is also established. The teaching in extension should be aimed to bring out the three points conspicuously :—

(a) How to develop a community programme for bringing out participation and development of people ?

(b) How to succeed as an educator in getting the people to accept the recommendations so that they become a part of their daily lives and habits ?

(c) How to develop in the people greater and greater responsibilities for carrying out all phases of the programme?

For equipping the Agricultural Extension Officers with the normal tools of his trade, the course should also include the following:

(a) The State's agricultural development programme.

(b) Planning of agricultural programme in the Blocks and villages.

(c) Demonstration, farm-plan, and crop cutting experiments.

(d) N. E. S. and C. D. programme, the relationship between the agricultural extension officer, B. D. O. and the V. L. Ws.

(e) Inspection, supervision and records to be maintained in the N. E. S. and C. D. Blocks.

(f) Varietal, manurial, soil management, cultural, irrigational, agricultural engineering and plant protection recommendations concerning each of the important-agricultural crops including vegetables, fruits and fodders.

(*ii*) It is necessary that the trainers, training the VLWs are enable to undergo the course referred to above and have also recent experience of field extension.

(*iii*) Since the District Agricultural Officer supervises the agricultural work in the Block, it is very necessary that they should also undergo a similar training as the Block Level Agricultural Extension Officer so that a better understanding of the problems and the work involved is secured. The aim should be to complete the training of all the District Agricultural Officers, the agricultural teachers at the Basic Agricultural School, and Extension Training Centres and all the existing Block Level Agricultural Extension Officers in one year's time. He would be advantageous to have in each batch of trainees all the three groups of officers so that the discussions throw up a variety of problems. This training will help greatly in building up the team spirit for Community Development work.

28. Extension :

(*i*) Far every group of 10 to 12 Blocks a supervisory Agricultural Officer is necessary for ensuring that adequate

programmes are framed, the field work is upto the standard and the records are kept properly. Where a District will have 10 to 12 Blocks the District Agricultural Officers can undertake this work provided he is relieved of his trading activities in connection with the seeds, fertilizers, implements etc. and not burdened with the granting of loans. The Evaluation Raports have emphasised the need for greater supervision and better records keeping.

(*ii*) Dr. Taylor has referred to the need for an adequate number and for a proper grade which guarantees the competence of the District Agricultural Officer. Since they are to form a part of the developmental team at the district level they must have necessary status and quality. A conscious efforts has to be made to select promising Agricultural Extension Officers and groom them up for the future vacancies for the post of D. A. Os. by giving them necessary post-graduate and on the job training. It has to be recognised that a good farm manager does not necessarily make a good extension worker. In general, in most Agricultural Departments the quality of personnel employed on extension work is inferior to all the persons employed on research and education wings.

(*iii*) The extension work in the fields of soil conservation, dry farming, better irrigation water use and better farm management has suffered because of lack of trained personnel. A part from training of specialist extension officers in these fields, the general purpose Agricultural Extension Officer should also receive sufficient training in these fields to carry on this work.

29. Progress reports :

(*i*) Since during the Second Five-Year Plan it is contemplated to cover extension areas with improved seeds, fertilizers, local manures and better methods of raising crops, the progress reports should be suitably altered to bring out these new emphasis on the area benefited rather than quantities distributed or sold. Since ultimately the success of the Community Development will be based on the number of local leaders located, trained and developed, the identification and training of farm-leaders should form an important item in all the progress reports.

(*ii*) Frequent reviewing of progress reports by the Collector and Divisional Commissioners would help in keeping up the tempo of work. Intra and inter-district comparative statements of

progress made in different Blocks when prepared and circulated with the comments of the Commissioner should help in speeding up the progress. Such progress reports may be prepared by the District Agricultural Officers on the basic of reports received from the Blocks and submitted to the Director of Agriculture and the Collector.

30. Supervision :

(*i*) Dr. Taylor has observed that one seldom comes across Block specialists in the village. The Block Level Agricultural Extension Officer has to supervise the work in various villages. It would be useful to lay down a minimum programme of inspections and the items to be inspected. The following suggestions are in that direction.

(*ii*) The Block Level Extention Officer may spent at least two days inspecting the work of each of the five V. L. Ws. in a month. In addition, he should also visit remaining five V. L. Ws, circls for one day each. During the inspections he should check up :—

(a) Preparation of village programmes.

(b) Progress made in implementing the village programmes.

(c) Demonstrations and Farm Plans.

(d) Records kept by the V. L. Ws. regarding demonstration and progress of work.

(e) The state of repairs of demonstration equipments including sprayers and dusters.

(f) Carry out a random check to varify the accuracy of records maintained.

(g) To meet and discuss with the farm leaders their problems.

During his visit he should meet the farm leaders and discuss the progress made by them in the implementation of the agricultural development programme and see a few demonstrations.

(*iii*) The District Agricultural Officer should every month spend, at least 10 to 12 nights in the Blocks. Where there are a number of Blocks he should cover all the Blocks at least once in three months. During his visit to each Block he must spend at least two days in seeing the work of one V. L. W. and one day in seeing the work of two V. L. Ws. During these inspections and visits he would attend to the item enumerated in the paragraph

above, Copy of his inspection notes should be sent to the B. D. O., Collector and the Deputy Director of Agriculture.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(*i*) A Block-wise break-up of additional agricultural production should be aimed at and the minimum increase in production during the next 3 years should be of the order of 50% over the present figure, in irrigated areas and in areas of assured rainfall, and 30% in the remaining areas, the first year accounting for at least 20% increase. The Conference, however, agreed that in special cases, this minimum may have to be adjusted to suit local conditions.

(*ii*) Eech village in a Block should have an agricultural plan, and targets for each item of agricultural production should be worked out on the basis of funds available from all sources;

(*iii*) Every Block should have agricultural programme of additional production and the increase should be not only in major crops like wheat and rice but in overall agricultural production including cash crops like jute, oil seeds, cotton etc.

(*iv*) Proposals in para 5 and 6 of the Agenda Note were approved and it was suggested that conscious effort be made to locate, identify and utilise group leaders at an average rate of 10 per village. The services of progressive farmers who produce outstanding yields, should be utilised as group leaders,

(*v*) Youth clubs were necessary for building up farm leaders and at least two such clubs be organised in each V.L.W. circle.

(*vi*) The aim of demonstrations should be to have one entire holding of an average size for a farm plan demonstration for each village on all the principal crops for demonstrating the combined effect of improved seeds, better cultural methods, etc.

(*vii*) The suggestions of Dr. Carl Taylor regarding Common Self-Help Programme as given in para 9 of the Agenda Note were recommended for adoption.

(*viii*) Consolidation of holdings should not be made an essential condition precedent to the opening of a Block, but planning of works such as alignment of irrigation channels and roads and soil

conservation would be taken up though actual construction could be deferred till after consolidation had taken place.

(*ix*) It was agreed that minor irrigation works which were likely to benefit a group of farmers should be preferred to those conferring individual benefits subject to the reservation made in recommendation 8 above.

(*x*) The recommendation in para 14 of the Agenda Note that targets of areas to be treated with soil conservation measures should be laid down, was approved.

(*xi*) A suitable minimum programme for the reclamation of waste land with the help of manual labour should be laid down.

(*xii*) The Conference accepted the view set out in para 16 of the Agenda Note that by suitable adjustments in the staffing pattern, and by utilising improved agricultural implements the extension of double and triple cropping could be introduced and recommended that specific targets for increasing the area in double and triple cropping be determined.

(*xiii*) Greater emphasis be laid on the percentage of area covered with improved seeds than on the quantity of the seed distributed.

(*xiv*) The Conference recognised that the use of fertilizers was the first step towards immediate increase in production and recommended that by and large the use of phosphatic fertilizers be stepped up to the level of nitrogenous fertilizer.

(*xv*) In addition to preparing larger quantities of better quality compost, the production of green manure should also be promoted and that atleast 50 maunds of organic manure should be applied to every acre of land in post-intensive Blocks.

(*xvi*) In the post-intensive stage every acre of land should be covered with better methods of cultivation, particularly, line-sowing.

(*xvii*) In order to introduce improved implements for better timings of operations and to reduce the labour and power requirements for different operations, the setting up of special zonal

technical committees to go into these questions was recommended. All States in a zone should be represented on the Committee.

(xviii) The recommendations of the Estimates Committee that the feasibility of Panchayats or Cooperatives taking up plant protection work for the entire village on the lines of the malaria squads was examined and it was recommended that pilot projects be started in atleast one village in each ende mic Block.

(xix) The suggestions made in para 24 of the Agenda Note for strengthening the supply line were accepted.

(xx) The instructions issued by the Ministry of Community Development determining the relationships between the District Agricultural Officers, Block Level Specialists and the Block Development Officers were considred to be workable and should be given an adequate trial.

(xxi) The Conference recognised the need for taking all measures mentioned in para 6 of the Agenda Note and particularly emphasised the urgent need for more research on coarse grains which are grown under dry farming conditions and propagating improved seeds for these crops and dry farming methods. It also recommended that the possibility of providing each V.L.W. with a soil testing kit be examined.

(xxii) The suggestions made by Dr. Taylor and Mr. Wilson regarding training of subject matter specialists in the Blocks, of those who train the VLWs and of the District Agricultural Officers were accepted. This three-pronged training programme would help in building up a team spirit for Community Development work.

(xxiii) The recommendations made in para 28 of the Agenda Note were generally agreed to and it was emphasised that extension work in the fields of soil conservation, dry farming, better irrigation—water use and better farm management had suffered because of lack of trained personnel. To overcome this drawback, Agricultural Officers should also receive training in these fields. It was also recommended that where there were more than 10 Blocks in a District there should be an additional District Agricultural Officer.

(xxiv) The Conference recommended that frequent review of progress reports by the Collector and the Divisonal Commissioner would help in keeping up the tempo of work and that progress reports should lay more emphasis on the areas benefited rather than on quantities of seeds fertilizers, etc. distributed.

(xxv) The Conference felt that the programme of inspection envisaged in para 30 of the Agenda Note was sound and should be enforced and recommended that both the BDO and the District Agricultural Officer should do intensive touring of the areas under them and that the District Agricultural Officer be provided with a jeep for the purpose.

(xxvi) To provide an incentive to the cultivator to adopt intensive measures and to achieve the increase targets minimum prices should be guaranteed for the principal crops and announced well in advance of the sowing season.

(h) Animal Husbandry

1. The Principal objectives of Animal Husbandry programme are the increase in the production and supply of milk, meat and eggs and the provision of efficient bullock power for agricultural operations throughout the country. Proper utilisation of certain animal products such as wool, hair, hides and skins as industrial raw materials, is also of considerable economic significance.

2. Increase in the consumption of protective foods like milk, meat and eggs by the people is of vital importance in order to balance their present customary diets which are deficient in animal proteins. According to the Memorandum on Human Nutrition *vis-a-vis* Animal Nutrition published by the I. C. A. R. (1954), the daily requirement of balanced diet for Indian population should include 10 ounces of milk, one egg and 3 ounces of fish and meat for each adult unit. As against these optimum requirements, the per capita consumption of milk in India at present is about five ounces a day, while the consumption of eggs is estimated to be only 4 for the whole year and that of fish 3.9 lbs. also for the whole year. As regards meat, particulars are not available, but it may not be more than the quantity of fish consumed. These are too low. The minimum programme envisaged during the second plan for the increase of milk supply is to the extent of 10 per cent. as

recommended by both the Planning Commission and Estimates Committee while it is 400 per cent in respect of eggs and $33\frac{1}{3}\%$ for fish. These may be considered by Development Commissioners as minimum targets.

3. The agricultural economy of India depends a great deal on bullock power. Bullocks supply the motive power for almost all agricultural operations and cart transport. Livestock is, therefore, the basis of Indian Agriculture and development of livestock is of vital importance to the rural economy of the country. It is mainly through the key village scheme that the programme of livestock improvement is being pursued by State Governments. The scheme provides for concentrated work in selected areas and the programme is intended to produce about 22,000 improved stud bulls, 9,50,000 improved bullocks and a million improved cows during the Second Five Year Plan period. These figures may serve as a target.

4. Only a fraction of the contribution which animal husbandry can make to the growth of rural economy and to a rise in living standards is being realised. In the Second Five Year Plan provision has been made for an over-all expenditure of Rs. 56 crores on animal husbandry, including dairying, with the hope that during the years to come it would be possible to make greater progress in this branch of agriculture than has been possible hither to. The role of Community Development and National Extension Service Blocks in contributing to the progress of the various projects formulated under animal husbandry is very important and in order to achieve the stipulated targets it is necessary that livestock development should receive as much attention as agriculture in all development blocks.

5. The Animal Husbandry Wing of the Board of Agriculture and Animal Husbandry in India considered this subject in all its aspects in 1953 and formulation and integrated plan in regard to the development of animal husbandry in the project areas. The recommendations made by them in this connection are detailed in Appendix (A). The recommendations have been given effect to either wholly or partly in some of the States out of the budget provision made in the block funds. In assessing the results of the activities in the States, however, one should not be guided entirely by the attainment of physical targets. For instance the comprehensive programme

envisaged under the key villages has not been accomplished in most of the Blocks, while much headway has not been made under artificial insemination in several of them, although bulls and equipment were made available.

6. The Fifth Development Commissioners' Conference held at Nainital (1956) noted that necessary action was being taken by the States to implement relevant recommendations of the Fourth Development Commissioners' Conference.

7. The Programme Evaluation Report of 1956 has drawn attention to the following points in respect of animal husbandry programme in the blocks :—

(*i*) The important difficulty to be overcome with reference to the artificial insemination programme is the distance involved between the Artificial Insemination Centre and the villages, with the result that a number of animals actually benefited is very much smaller than the number which could be benefited.

(*ii*) In the field of animal husbandry, most of the work done so far has been on the veterinary as distinct from the animal husbandry side. Considerable progress has been made in most areas in treatment of diseases and control of epidemics. The facilities provided have been enthusiastically received and the people have given the requisite contributions for them. The main advance in future should be in the direction of supplementary veterinary aid the kind which can be rendered by the Gram Sewak or even a trained villager, through a medicine chest placed with the Panchayat. This has been successfully tried in a few cases (*e.g.* Manavadar—Saurashtra).

(*iii*) Progress in improvement of breeding and feeding practices which will make for permanent improvement in livestock has been very slow. Without a programme of improvement in quality, reduction in cattle mortality will only make for rapidly increasing number, making the problem of any improvement in livestock increasingly difficult.

(*iv*) The problem of securing adequate fodder supply is undoubtedly very difficult. But in most parts, it is possible

to increase fodder supplies considerably through improvement of grazing practices and greater attention to growing fodder crops and fodder grasses. Good results can be achieved by concentrating efforts for popularising fodder crops at times when through introduction of irrigation, reclamation or consolidation of holdings etc., agricultural productivity is being raised.

8. These observations have also been covered by the Estimates Committee among the several recommendations made by them. These are discussed in Appendix 'C' to this note.

9. It seems relevant to mention here that in the second plan no separate funds are available under the Community Development Ministry's budget for implementing any animal husbandry programmes in the block areas, excepting a small token grant for each Community Development Block under "demonstration equipment". It is envisaged that the entire expenditure on this account would be met by the concerned departments in the States from out of their normal and plan budget allotments, including the provisions made under Central Assistance. As the entire country is to be covered by Community Development and National Extension Service Blocks during the Second Plan, it is necessary that while implementing the various development schemes, the State administrations should keep the needs of their Blocks in view and provide necessary funds for the various activities.

10. Among the basic issues not covered by the Estimates Committee and Project Evaluation Reports, mention has to be made of the problem of useless cattle, piggery development, duck breeding and publicity. They are briefly discussed here.

(i) *Problem of useless cattle :* The present cattle population is far in excess of the available supplies of fodder. In relation to the supplies of dry fodder at least one-third of the cattle population may be regarded as surplus, while in respect of the supplies of green fodder and concentrates, the position is much worse. Owing to the increase in the requirements of food for the human population, areas, where grazing was possible, has steadily diminished practically in all the States. A mere increase in the number of livestock without a

corresponding increase in the fodder and feed resources necessarily leads to poor feeding and poor fedding foils any attempt at raising productivity or usefulness of the animals. This is a vicious circle which is difficult to break. The expert committee on the prevention of slaughter of cattle appointed by the Government of India in 1954 has gone into this question carefully and was of the view that in as much as the present fodder and other resources of the country were grossly inadequate even for maintaining the existing cattle population, a complete ban on the slaughter of all cattle would tend to increase their number further and jeepardise the well-being of a limited number of good cattle which the countrypossessed.

The establishment of Go-Sadans which it was felt might offer a possible solution to this problem at one time, has not met with much success during the First Five Year Plan period because of the difficulties, among others, of securing areas of land required for the purpose. As against the provision of 160 Go-Sadans to serve a cattle population of 32,000 it was possible to set up only 22 for a total number of 8,000 cattle. During the Second Plan, provision has been made to set up 60 Go-Sadans for 30,000 cattle. It is obvious that even if Go-Sadans offered a solution for the care of unserviceable and unproductive cattle, it would not be possible to establish adequate number of them. The Planning Commission have, therefore, recommnded that "in defining the scope of bans on the slaughter of cattle, States should take a realistic view of the fodder resources available and the extent to which they can get the cooperation of voluntary organisations to bear the main responsibility for maintaining unserviceable and unproductive cattle with a measure of assistance from the Government and general support of the people". In spite of this, most of the States have already imposed total ban on cow slaughter by legislative enactment and others seem to be contemplating similar measures. Development Commissioners may consider the matter and make their recommendations.

Large numbers of Go-Sadans on the lines recommended by the Ministry of Agriculture have to be set up in all the States with the active cooperation of the public bodies and necessary extents of suitable lands have to be made available for this purpose by the Forest and/or Revenue Departments in the States forests and waste *lands*.

(ii) *Piggery development* : Small pig breeding units have been started at a few block headquarters in some of the States and are generally popular. Considering the importance of this industry and its contributions to the production of highly nutritious protein food at a relatively low cost and the improvement of the lost of Harijans who are mostly engaged in pig rearing, the present efforts have to be intensified. The Conference of State Directors of Animal Husbandry (1956) having considered this subject at length has recommended a model scheme of piggery development for the country. The scheme envisages the establishment of five regional pig breeding stations for rearing improved varieties of pigs with a bacon factory attached to each one of them and the setting of 210 piggery development blocks around each of the regional centres for upgrading the indigenous stock. The regional farms will produce and supply pure-bred stud boars to the development blocks. The Planning Commission have also approved the implementation of the scheme in principle. Wherever feasible, piggery development blocks will be set up in C. D. or N. E. S. Blocks. In areas not covered by this scheme, but where pig rearing has much scope, a small unit of at least 6 sowes and two boars may be maintained at C. D. Block headquarters so that their progeny could be made available to the villagers for upgrading local pigs.

(iii) *Duck-farming* : The poultry development plan formulated by the Centre and implemented in the country does not porvide for the development of ducks. Duck rearing is a very remunerative branch of poultry farming and in wet regions of the country, it seems to be one of the most popular occupations of the people. Ducks are not only easier to rear but also more remunerative than poultry in these regions, where ample facilities by way of large water-spreads, swamps and backyard ponds conductive to rearing them also exist.

It is, therefore, suggested that in those States where duck rearing is commonly practiced, small duck farm units consisting of 25 to 50 improved ducks such as Khaki Campbells are attached to each development block and their progeny distributed among the villagers.

(iv) *Publicity* : Publicity on animal husbandry is insufficient. Publications and pamphlets on various aspects of breeding,

feeding, management and disease control are being published by the Indian Council of Agricultural Research in some of the more common Indian languages besides English. The States should give wide circulation to these materials and also publish them in the local languages.

Administrative arrangements :

11. In order to meet the increasing needs of the development blocks in respect of the animal husbandry programme as envisaged under the Second Plan, the concerned technical department at the State leval has to be adequately staffed and properly energised, so as to enable it to share the responsibilities fully and squarely. This is possible only when technically qualified and experienced officers are placed at the helm of the department in each State. At the present moment some of the States have non-technical men as the heads of Animal Husbandry Departments. While these officers are admitted by good administrative authorities, they cannot be expected to provide the necessary leadership and guidance in technical matters in respect of the various schemes which the States are expected to take up under the Plan. The sooner this situation improves the better it is for the essential implementation and progress of these schemes. Because of the increasing load of work as the number and activities of the blocks increase, it would be necessary in most States to appoint a suitably qualified and experienced Joint Director to be in charge of the extension programme in the Blocks as has already been done in U. P. State. Under each scheme which admits of central assistance, appointment of suitably qualified men as Development Officers or subject matter specialists have been recommended. In order to ensure satisfactory progress as stipulated in the respective programmes under the schemes these officers should be appointed in each State. Several States have already appointed such subject matter specialists as Development Officers. Those that have not yet done so should creat and fill up these posts. The agency through which animal husbandry programmes have to operate at the village level is at present unsatisfactory and the village level worker with his multifarious responsibilities and poor equipment cannot possibly be expected to do any justice to it. It should be the ultimate aim to provide at least one Stockman to every five villages.

APPENDIX—A

Copy of letter No. F.6(9)/53A.H., dated the 11th July, 1953, from the Secretary, I.C.A.R., New Delhi, to all State Governments, included in part A to D.

Subject:—FORMULATION OF AN INTEGRATED PLAN WHICH MAY BE RECOMMENDED FOR ADOPTION IN THE COMMUNITY PROJECTS IN REGARD TO THE DEVELOPMENT OF ANIMAL HUSBANDRY ACTIVITIES IN THESE AREAS.

I am directed to say that the Animal Husbandry Wing of the Board of Agriculture and Animal Husbandry in India considered the above mentioned subject at its meeting held at Poona in March, 1953. It was felt that satisfactory arrangements were not made for Animal Husbandry work in some of the Community Project Areas. This is inconsistant with the emphasis laid on the development of food and agriculture and with the fact that livestock is the basis of Indian Agriculture. With a view to making these projects more useful, the following recommendations were made:

1. Intensive work in a small and compact area, in regard to all aspects of livestock improvement, with extension work in a planned manner around this intensive block, should be taken up so that the results achieved in the intensive area may spread out in the neighbouring areas in ever-widening circles.

2. In the case of the Community Project Areas, which are themselves intended for intensive work, a special type of key-village unit is necessary, dealing with all aspects of livestock development. This special key-village should be established at the headquarters of Community Project Area (to serve the needs of the headquarter block) and should consist of:—

(*a*) A typical key-village centre for cattle with special reference to collection and marketing of milk.

(*b*) A small poultry farm with a suitable number of laying birds.

(*c*) A unit for introducing bee-keeping on a cottage industry basis.

(*d*) A unit for development of fish.

(*e*) A unit for improving sheep and goats.

(*f*) A unit for taking up improvement of pigs.

(*g*) Arrangements for ensuring proper nutritional requirements for livestock.

(Note—Items (*c*) to (*f*) to be taken up where feasible).

3. The other two blocks of 100 villages each should have to begin with, a Veterinary hospital along with routine Veterinary staff for carrying out the work in a general way, but when funds and facilities permit, these 200 villages should also be expanded, into full extension centres. The staff in these two blocks should, till then undertake mass castration artificial insemination removal of scrubs and mass vaccination against diseases etc. with the help of additional stockmen and village-level workers and should have one poultry unit of 20 leyers.

Extensive work around the intensive area should be undertaken with the help of village-level workers. Suitable hand-books dealing with all aspects of live-stock development are under preparation in the I.C.A.R. for the benefit of such workers.

4. In order to ensure that the nutritional aspect of livestock development is properly attended to, four animal nutritionists should be appointed on a regional basis with headquarters in selected Community Project Areas.

5. While the technical programme of key-village scheme may be generally followed, the question of feeding should receive special emphasis and the fodder resources of the area should be fully developed and exploited. Experiments on grassland management should be undertaken as indicated in the coordinated scheme for grassland and fodder production in India recently sanctioned by the I.C.A.R.

6. For the improvement of village grazing lands, new methods of animal huabandry should be developed on the lines indicated by Dr. Whyte, the F.A.O. Expert [Appendix 'A' (a)] and efforts should be made to control the duration and intensity of grazing by persuading owners to keep only as many animals as are essential for their needs.

7. Each Community Project should have a Go-Sadan unit for absorbing all old and useless animals. A *charmalaya* unit should be attached to the Go-Sadan for the economic disposal of the remains of the dead animals.

8. The Deputy Director of Animal Husbandry or any other senior officer who is in charge of key-village work in the State, should also be in charge of this work in the Community Project Areas. For this purpose he may be designated Animal Husbandry Extension Officer.

9. In order that all this work is properly guided and coordinated, it is essential that the Community Project Administration should have an Animal Husbandry Adviser on their staff.

The above recommendations have been forwarded to the Community Project Administration who will examine these recommendations and address the States for implementation. I am to commend these recommendations for such action as the Government of Assam etc. may like to take in advance in order to implement these recommendations.

APPENDIX 'A' (a)

THE DEVELOPMENT OF NEW METHOD OF ANIMAL HUSBANDRY UNDER VILLAGE CONDITIONS

BY DR. WHYTE, FAO EXPERT

Whatever measures are recommended for village conditions must be adaptions of existing practices directed towards meeting the present requirements of village people and cattle. Nothing can be done to improve the village pastures and grazing grounds until the duration and intensity of grazing are drastically reduced. If the natural grasslands of India are to be maintained in a proper condition as far as their botanical composition and yielding capacity are concerned, their stocking rate should be of the nature of one beast to 3 acres for 4 or 5 months. But this rate can be reached only after the seriously overgrazed pastures have been completely protected from grazing prior to the introduction of improvement measures.

At present the pastures are probably carrying three or more beasts per acre for most of the year and are merely exercise grounds. The first step should be to concentrate the stock at a rate per acre which the animal husbandmen believe is optimal for health, space and exercise, say 20 or more beasts per acres, on a convenient flat area of the grazing ground so as not to induce excessive run-off and erosion. The stock should be confined by the construction of a live, wire or electrict fence or the digging of a stock-proof ditch. All food and water would have to be provided in this stock-yard or drylot, except during periods of grazing on the stubbles of cultivated crops. The hay stubbles on the now protected village pasture should not be grazed.

The remainder of the village pasture, now completely protected from year-found grazing, should be cleared of scrub and treated insuch a way (to be discovered) as to promote the revival of the better, more palatable, grass species eleminated by the excessive grazing of the past. Gradually a grass hay or grass straw crop will become available on this land which can be cut at the correct time (to be discovered) and transported to the stock-yard or to a place

of storage for deficit periods together with bhusa, karbi and other fodder.

This stock-yard could contain all the dry cows, non-working males and surplus stock generally, with a special yard nearby for rearing young stock. The better animals which the villages customarily give greater attention and more food should be kept in a special arrangements of stalls, with a concrete drained floor and a kucha roof of some type. Possibly this pooling of superior animals may meet with considerable objections from villagers who probably do not fully trust their neighbours.

The stalls with the superior cattle should be located near a supply of water, for example, the surplus flow from the village washing place. This water should be used for the stock and also to washout the floors after the solid manure has been removed. This wash-water should then be diluted and directed to a nearby piece of cultivable land on which a high-producing grossfeeding grass (such as elephant, guinea or para) is growing to provide a source of cut green fodder for a greater part of the year.

The villagers will now be able to collect all the animal manure in the stock-yard and the stalls, a greater quantity than previously. Steps should be taken to encourage them to use up to half this amount on the arable land, the remainder for fuel.

This procedure represents an approach (perheps the only possible one) which can be adopted for the improvement of village communal grazing areas and livestock husbandry. It contains the type of measures which may apply in Community Centres in which some degree of control over or cooperation by the villagers might be obtainable, or in villages where there is an economic incentive for improved livestock production.

APPENDIX 'B'

Item 1 (*ii*) *Subject* :—To consider the development of cattle feeds and fodder resources in the key-village areas.

(Extracts from the proceedings of the Conference of State Directors of Animal Husbandry held in February, 1956).

Recommendations: The subject was further discussed at great length and it was recommended that :—

(*a*) Special staff for the development of cattle feeds and fodder resources was essential both at the Centre as well as in the States and should be appointed.

(*b*) The Central and State Fodder and Grazing Committees should be revived.

(*c*) In order to enable the cultivators to obtain fodder seeds, roots and cuttings of the desired varieties of fodder crops in adequate quantities at half the price the State farms, which may undertake their supply, should be subsidised to the extent of 50% of the cost of actual quantities distributed to the cultivators in the key village areas.

(*d*) Cultivators should be subsidised for bringing new area under fodder crops in the key village blocks. It was, however, unanimously felt that the proposed rate of subsidy *viz* Rs. 10/- and Rs. 5/- per additional acre of leguminous fodder crop and non-leguminous fodder crop was too low to attract the cultivators, and should be raised to Rs. 15/- and Rs. 7/8/- respectively. The acreage to be subsidised may be proportionately reduced with a view to keep the expenditure within the provision proposed for this item.

(*e*) For the development of pastures in the key-village Blocks, the Military Grass Farms and other Government Farms should be subsidised to the extent of 50% of the cost of quality seeds of suitable varieties of pasture grass actually distributed by them.

(*f*) Such State farms as may take up the production of fodder seeds roots and cuttings for distribution in the key-village areas and may have the necessary facilities to

undertake pasture development work, should be subsidised to the extent of 50% of the cost of development of Land, reseeding with improved varieties of pasture grasses and fancing to facilitate nutritional grazing, provided they undertake to maintain the developed pastures at their own cost in future. It was decided that the area of such a pasture need not necessarily be 100 acres but should be reduced to 50 or 25 acres where larger areas may not be available.

(g) In each key village block a 10 acre plot of pasture land should be developed for demonstration by 'bunding', reseeding and fencing, the cost of which should be shared by the Centre and the State Governments on a 50 : 50 basis. As far as possible, bull sheds should be provided at these demonstration plots for locating atleast one bull and one buffalo bull, supplied under the Key Village Scheme so that free service may be available to the village cattle which may come there for grazing.

(h) Wherever Village Panchayats in the key village blocks come forward to develop their pastures on improved lines necessary technical advice and financial assistance to the extent of 50% should be provided to them, provided they agree to control rotational grazing.

(i) With a view to popularise the use of economically balanced rations for cattle in the key village blocks the supply of supplementary feeds like oil-cakes and mineral mixture should be subsidised to the extent of 50%, 33 1/3% and 25% in the first, second and third year respectively. Since the addition of green fodder is necessary for balancing and proper utilisation of straw as cattle feed the above subsidy should be granted only in such key village blocks where people agree to take up cultivation of fodder crops. As regards the construction of tanks for washing paddy-straw it was decided that to start with it should be taken up at 20 centres on a pilot basis.

(j) In order to prevent wastage of fodder the supply of chaff cutters should be subsidised in the key village

blocks to the extent of 50% of the cost providing two chaff cutters in each key village unit every year during the Second Plan period.

(*k*) For conserving the surplus grasses and fodders available during the flush period, the construction of one semi pucca silopit at an estimated cost of Rs. 400/- in each key village unit should be subsidised to the extent of 50% of the actual cost every year during the Second Plan period.

(1) The following items should also be encouraged for which no subsidy need be given excepting for the supply of improved fodder seeds, roots and cuttings in requried quantities at concessional rates, as already provided for :—

(*i*) To popularise the utilisation of 'bunds' in the fields as well as the sides of Railway tracks, canals, roads etc. for the cultivation of fodder crops.

(*ii*) The cultivation of flood resistant verieties of fodder plants like Jyanti, Agusti, etc. and grasses *e.g.* Para, Reed, Elephant, etc. and fodder trees like Babul, Mesquite etc. in the low lying and flooded areas.

(*iii*) Wherever possible, utilisation of famine feeds and fodders particularly in the fodder scarcity areas.

APPENDIX 'C'

Statement showing the recommendations/conclusions contained in the Report of the Estimates Committee and the action taken or being taken thereon.

Serial No. in the Appendix	Ref. to paragraph	Recommendations/Conclusions	View and action taken or proposed
1	2	3	4
	65-66	The Committee hope that the remarks of the Administrator (now the Minister) in his speech at the Fifth Development Commissioners' Conference held in May 1950 that "In the field of Animal Husbandry we do not have enough staff. Indeed the greatest shortage in the technical staff that we have in the country today is in the field of Animal Husbandry, and public health. Doctors are there but they would not like to go to the villages. Mid-wives and lady health	It has been estimated that for successfully executing, the Animal Husbandry Programmes in C. D. and N.E.S. blocks and for implementing the key village. Rinderpest eradication and rural milk supply schemes under the Second Five Year Plan, as many as 5,000 veterinary graduates would be required, while only 2,750 graduates were expected to become available from the existing institutions. The shortage of trained veterinary personnel was foreseen even during the latter Part of the First Five Year Plan period and as a result of the steps then taken (1) double shifts have been introduced in Five Veterinary Colleges at Hissar, Hyderabad, Patna, Bombay and Bikaner ; (2) four new colleges were set up in Madhya Pradesh, Orissa, Andhra and Travancore-Cochin States

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		visitors are almost unknown in rural areas. We have shortages of pedigree bulls. We have grave shortages of fodder", will be kept constantly in view while putting the details of the development programme into operation and vigorous steps taken to overcome these shortages.	and (3) existing Veterinary Colleges were assisted in increasing their admissions and improving their training facilities ; Since the Veterinary degree course extends over four years, in order to meet the shortage of veterinary personnel in the intervening period an emergency course of two years' duration has been started at ten centres, each admitting about 100 students. Trainees from these centres will, as an emergency measure, supplement supply from the Veterinary Colleges. As a result of this, about 1,000 candidates qualified in emergency course are expected to be available from the year 1957 onward, while the annual output of veterinary graduates will be more than double from the year 1959. Arrangements have also been made by the State Governments to train their requirements of stockmen and other subordinate personnel like compounders and dressers. In a number of States special training courses in subjects such as artificial insemination poultry husbandry and flaying and utilization of carcasses have been instituted. A post graduate Veterinary College is being set up at Izatnagar at the Indian Veterinary Research Institute for training superior staff and teachers. The I.C.A.R. has also instituted a few post graduate courses, either on its own or in collaboration with State Governments.

28	69	The Committee recommended that the programme of opening new key village centres should be so expedited as to meet the entire requirements of rural area by the end of the Second Plan.	During the First Five-Year Plan 150 key village centres with 600 key villages were established under the All-India Key Village Scheme sponsored by the Ministry of Agriculture. Out of these as many as 70 centres are located in the C. D. and N.E.S. Blocks. A similar number of centres were also sponsored by the C.D. Ministry during the same period and are operating in the C.D. Blocks. The so-called key villages established by the C. D. Ministry are some-what different from those of the All-India Key Village Scheme of the Agriculture Ministry, in that the former consist of only an artificial insemination centre at the block headquarters with no key villages attached to it. Each key village centres established under the agriculture Ministry's scheme has 4 to 6 key villages or otherwise called Stockmen centres located in the surrounding villages so as to cater to a total population of 5000 breeding fit cows and she buffaloes. This arrangement has enabled a more effective propaganda and intensification of work over a large number of villages. During the Second Plan 1,258 key villages, 245 A.I. centers and 254 extension centres are to be set up. Each extension centre is to be provided with 50 bulls. It is also proposed to subsidise approximately 35,000 calves during the period. The programme is intended to produce about 22,000 improved stud bulls, 9,50,000 improved bullocks and about a million improved cows. The scheme also provides, among others, for the castration of all scrub bulls so as to keep the areas clear of all mongrel bulls. This step is expected to ensure better breeding control.

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			Considering the size of the country and the vastness of its cattle population, the number of key villages already established and yet to be established, as already indicated above, is far too inadequate. The limitations against establishing more key villages so as to cover the entire rural area of the country during the Second Five Year Plan period as recommended by the Estimates Committee are finances and technical personnel. The scheme, therefore, has to be extended and intensified during the subsequent plan period. In the meanwhile, it is advisable to upgrade those key villages established in the C. D. Blocks with the funds provided by the C. D. Ministry, so as to bring them in line with those established by the Agriculture Ministry under the All-India Key Village Scheme. At best the centres operating under the aegies of the C. D. Ministry are A. I. centres with no key villages or extension centres attached to them. The upgrading of these key village centres on the lines of the All-India Key Village Scheme is said to have been also recommended by the Planning Commission. The question of upgrading the key village centres established by the C. D. Ministry in their blocks is therefore of much importance and urgency.
29	74	The Committee are glad to note the progress made in Prevention of discases, mass inoculation and vaccination compaign against	(a) Necessary training in first aid treatment to animals is being imparted to the Gram Sevaks (village level workers) in all the extension training centres, and for this purpose a syllabus recommended by the I,C,A.R,

rinderpest organized in the Community Development areas of States. The Committee, however, recommended that: (a) The Village Level Workers (Gram Sevaks) should be trained in dealing with ordinary ailments of cattle;	is being followed. It is for the Block administration in the States to prevail on the Village Level Workers to attend to this work under the constant guidance and vigilence of the Veterinary Excension Officer at the block level.
(b) a medicine chest should be kept with the Panchayat and the stock of medicines should be regularly replenished through a mobile van in which a trained veterinary doctor may also visit the villages at fixed intervals and offer necessary assistance on the spot;	(b) Medicine chests containing the common drugs of daily use for ordinary ailments have not been provided to the panchayats in all the States. Where they are supplied, the general complaint is that replenishments of drugs in the chest is not satisfactory. A directive has to be issued to all the States Development Commissioners to provide the medicine chests to all the Panchayats in the C. D. and N.E.S. Blocks under them. As the States Animal Husbandry or Veterinary Departments do not seem to have edequate funds in their respective budgets for this purpose, the responsibility of supplying medicine chests should vest with the Development Commissioners from out of the block funds. This should be done in consultation with the States Animal Husbandry or Veterinary Directors who will be in a position to recommend such common and simple drugs which can be safely handled by the village level workers, in accordance with those common ailments which may be prevailing in the area. It is also necessary to stock sufficient quantities of these drugs at the block headquarters so that the medicine chests may be replenished regularly through the block van or jeep.

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			It is very necessary for a trained veterinary doctor to visit the villages at fixed intervals in order to check the treatment undertaken by the V. L. Ws. and to offer necessary assistance on the spot. It is also necessary and advisable that whatever the nature of the disease may be, the V. L. Ws. should promptly report its incidence and the action taken by him, if any, to the block or nearest veterinary doctor.
		(c) village people should be encouraged to improve the housing of cattle and make it more hygienic; and	(c) Improved and hygienic cattle stalls not only contribute to the health of cattle directly but indirectly also to the health of their owners. It is the usual practice in the villages of many States for cattle and their owners to live under one roof under not all too hygienic conditions. The villagers have to be educated first on the sanity of providing separate accommodation to their livestock particularly cattle and on the advisability of so constructing the staffs as to admit of necessary comfort and ventilition to the animal and the effective disposal of their dung and urine. The problem is, therefore, of much importance from the public health as well as animal health point of view. Efforts are being made in a few States at subsidizing the construction of model and hygienic cattle stalls. These efforts need intensification in all the States.
		(d) breading farms should be encouraged in the source area of improved breads by giving suitable	(d) The Goshala Development Scheme sponsored by the Ministry of Agriculture under the Second Five Year Plan may be regarded as an attempt at encouraging

financial aid and technical advice to recognised good breeders to ensure supply of quality animals with known pedigree as recommended by the he P.E.O. in the Third Evaluation Report.

private cattle breeding establishments. Under this scheme for which a provision of Rupees 1 crore has been made, it is proposed to select 350 Goshalas out of a total number of 3,000, as centres to be developed for cattle improvement. The selected Goshalas will be provided by Government with certain number of animals of registered breeds and will be required to secure an equal number of the same breed from its own resources. Financial assistance will also be provided for construction of sheds, water supply and maintenance of animals. These Goshalas are required to send their unproductive and unserviceable animals to the nearest Go-Sadans.

Besides the Goshalas which are generally run by private institutions there are several private breeders in the country maintaining certain recognised breeds of cattle. But more of them do not resort to strict breeding control, while practically none of them maintain proper pedigree. Pedigree breeding is a costly venture and unless good prices are ensured to pedigree animals there will be no incentive for the breeders to take up cattle breeding on scientific lines. The institution of Herd Books by the I.C.A.R. and registration of pure bred animals true to breed type is a move in the right direction calculated to encourage private breeders to maintain proper records and exercise breeding control, but this alone cannot provide all the incentive that is necessary to enable them to take up pedigree breeding. A practical way of encouraging private breeders would be to provide them with necessary extents of Government lands on long lease as is done for instance in Mysore

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			State under the aided cattle breeders scheme for Amritmahal cattle. Suitable subsidies for rearing a certain number of calves as is now given under the Key Village Scheme, loans for purchase of equipment and construction of buildings and digging wells, irrigation facilities for growing fodder crops and assurance to purchase bull calves and hiefers at an assured price are further incentives which would promote the interest of the private breeders in pedigree breeding The State Governments should be advised to take up these measures as far as possible.
30	76	The Committee would like to reiterate that the C. P. A. should take active steps to see that all relevant information regarding the production of green and nutritive fodder and preparation of silage is received regularly in their office and it is properly collected and interpreted.	This relates to the collection of relevant information regarding the production of green fodders, preparation of silage etc. by the Community Development Ministry. The States may be requested to furnish relevant information periodically for being consolidated and interpreted.
31	78	The Committee feel that the improvement in feeding the cattle was as necessary as improvement of breed. In adequate feeding is one of the main causes for the poor cattle wealth of the country and it must	The recommendations of the Estimates Committee as well as the observations of the P. E O. are further proof of the well known fact that the problem of cattle is the problem of feed. Without proper feeding any efforts at improving livestock will at best result in bigger skeletons without any improvement in their productive capacity or draught-ability.

be removed by adopting improved methods of feeding on the following lines:

(a) Each village or a group of villages should have grazing grounds where rotational grazing should be encouraged.

(b) Fodder production should be increased by developing better quality grasses in pasture lands and fodder crops suitable for the different areas.

(c) Use and supply of oil cake at reasonable price should be encouraged.

(d) Construction of silage pits should be encouraged in other areas as done in Bihar on assistance basis.

(e) Plantation of trees and bushes leaves of which can be used as fodder should be encouraged in waste lands.

(f) Use of clean drinking water for the cattle should be encouraged.

The Conference of State Directors of Animal Husbandry held in 1956 discussed this subject at great length and formulated specific recommendations enclosed in Annexure 'B' to this note. The recommendations among other measures cover all the points raised by the Estimates Committee. These recommendations have since taken some concrete shape in that a Grow More Fodder Campaign has been initiated under the Key Village Scheme of the Government of India for which a provision of roughly Rs. 150 lakhs has also been made under the Second Plan. Under this scheme each State receives substantial financial assistance from the Centre to increas the production and supplies of fodders in the key village areas. Work in a few key villages will not, however, solve the country's problem in respect of fodder. Work in key villages is intended to serve as demonstration units for being extended to other areas.

In order that the recommendations are implemented successfully the active coordination of the Departments of Revenue, Forest, Agriculture and Animal Husbandry is every essential. Fodder cultivation, more especially the green fodder, should form part of the cropping pattern to be formulated, for each area and is, therefore, the responsibility of the Agricultural Departments. The allotment of suitable extents of grazing lands in each village or group of villages and their proper maintenance falls within the purview of the Revenue Department.

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			The Departments of Agriculture and/or Animal Husbandry in the State should also maintain nurseries for propogating nutritious grasses suitable to the area and supply seeds, seedlings, roots and slips of such grasses to the villagers. Paddy straw is the mainstay of cattle in the vast wet regions and other paddy growing areas of the country. But its nutritive value is low. By chaffing paddy straw and soaking it overnight in water, the nutritive value is found to be increased, besides avoiding unnecessary wastage of straw by trampling. Cement cisterns with arrangements for adequate water supply should be provided in each village and the villagers encouraged to use them. Bihar has already set an example for popularising the preparation and use of silage by subsidizing 50 per cent of the cost of construction of silo pits in each block and by setting up two or three model silo pits for every group of ten villages in the block. Similar efforts should be made in the other States. As regards plantation of trees and bushes, leaves of which may be used as fodder, this should form a regular feature of the annual Vanamahotsav programme throughout the country. The States' Forest Department should raise adequate number of plants of such trees and bushes in their nurseries and distribute them freely.
32	82	The Committee feel that the importance of increasing milk supply	In order that milk production may be encouraged in villages, guaranteed prices should be ensured to the

does not appear to have been fully appreciated as no special efforts seem to have been made in the project areas for the same. Apart from the nutritious value of milk for the farmers themselves, it is an easy way to supplement their income without any additional efforts. The Committee, therefore, recommend that necessary steps should be taken in the project areas on the following lines :—

(a) Pedigree bulls of reputed breeds for improving the dairy cattle should be supplied in areas where milk production is low.

(b) Loans should be granted for purchase of cattle of good milking breed to the prospective dairy farmers.

(c) Cooperative marketing of milk and milk products should be encouraged.

(d) Farmer should be trained in upkeep of dairy cattle and conversion of surplus milk into milk products.

producer by finding a remunerative market for milk and milk products in urban areas.

With a view to ensuring supplies of adequate quantities of milk to urban areas (a) under conditions in which quality is guaranteed and (b) at prices which are remunerative to the milk producer and fair to the consumer, it is proposed to organise during the Second Five Year Plan (i) 36 urban supply schemes on cooperative lines (ii) 12 cooperative creameries, and (iii) 7 milk powder plants. The latter are to be located in rural areas and will produce butter, ghee and skimmed milk powder. The general policy is that milk producers cooperatives should be organised in villages to supply milk to urban milk supply schemes, creameries and milk drying plants. The milk producers in the rural areas should be given assistance such as loans for the purchase of cattle, payment of a remunerative price, the provision of pedigree bulls or artificial insemination, technical advice, facilities for improving production and storage of fodder and the provision of milking sheds. The cooperative organisations which are proposed to be set up under the plan, envisage all these facilities and incentives. Under the plan some of the existing dairies are also proposed to be expanded for handling larger supplies.

The main problem in arranging for supplies of milk from rural areas are organisational and if the programmes set out in the plans of States are considered as minimum to be achieved, there should be no reason why, as these programmes begin to be carried out, similar programmes should not be worked out for other areas.

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			As regards supply of pedigree bulls provision also exists in the Second Plan to set up as many as 50 key villages centres with 300 extension or key villages centres with 300 extension of key villages in areas coming under the Dairy Development Plan.
33	87	The Committee feel that the extension and improvement of poultry is one of the quickest means of increasing the income of cultivators as well as landless labourers, and hence it should be paid more attention to than it has received so far. The Committee, recommend that in the villages landless labourers specially the Harijans should particularly be encouraged to start poultry farming by supplying eggs and young ones at concessional rates or if possible by granting small loans for the purpose. The desi breeds available in the villages should be replaced by improved breeds and the quickest way for that is to start more incubation centres for the hatching of eggs at nominal charge. Besides, cocks of improved breeds should be provided in the villages to	During the First Five Year Plan period, 33 demonstration centres and a similar number of development blocks were set up in C. D. and N. E. S. Blocks, under a pilot project financed entirely by the Centre. During the Second Five Year Plan it is proposed to set up four regional farms, each with 2,000 layers for acclimatising exotic breeds and from which foundation stocks will be distributed to 300 extension centres. Each extension centre is to comprise of a demonstration unit with a development block attached to it. In each of these demonstration centres it is proposed to provide training to private poultry breeders in modern methods of poultry rearing. A defertilization unit is also to be attached to each extension centre for processing village eggs in order to prolong their keeping qualities, especially during the summer months. Provision has also been made for installing mammoth incubators in each extension centre so as to undertake custom hatching of village eggs. In order to provide the necessary foundation stocks to the regional farms under the plan and also to the

ensure better breed. The other way to encourage poultry may be to invite youth clubs in villages to take up poultry as one of their activities which would serve as a demonstration farm for the entire village and help the clubs to increase their income

Government Farms in the States, 30,000 baby chicks and 8,600 eggs have been imported recently under the T.C.M. aid. These chicks are being distributed to all the State Government Poultry Farms after rearing them at Delhi for periods ranging from 2 to 8 weeks. This is to help the States build up good foundation stocks so very essential for implementing the poultry development programmes.

Distribution of improved cocks and elimination of desi cocks are common practices in all the States with a view to upgrading the inferior desi birds. Improved exotic birds, especially of Rhode Island Red and White Leghorn breeds as also large number of hatching eggs are being supplied to private breeders both within and outside the C.D. and N.E.S. Blocks on an intensive scale. From figures available it is gathered that as many as 257, 689 pedigree birds have been distributed in the C.D. and N.E.S. Blocks alone since the inception of the scheme upto the end of September, 1956. Figures relating to the hatching eggs are not forthcoming.

Youth clubs in villages coming under the C.D. and N.E.S. blocks in some of the States are being interested in taking up poultry keeping as one of their activities. Efforts in this direction have to be intensified in all the States. Large amounts are being spent by way of subsidies to Harijans, tribal people including criminal tribes and other depressed classes by the different Ministries. It would be advisible to channalise all such funds through one agency so as to enable them to implement poultry farming plans on an uniform pattern.

In view of the potentialities which poultry farming offers to educated young men to settle in their villages

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			and improve their economic conditions, a scheme for encouraging unemployed educated village youths to take up poultry farming and settle down in the villages has been worked out and is under the consideration of the Ministry of Agriculture.
			The greatest bottleneck in the way of popularising poultry is the unsatisfactory supply position of birds to the blocks. The existing resources of all the Government farms in India where pedigree birds are bred are not adequate to meet the increasing demands from all the blocks. The State Government farms can be expanded to meet some of the demand but for want of funds they are unable to do so. This is a legitimate case for central assistance to the States so as to enable them to expand their seed farms or start new seed farm where there is none. This is for the consideration of the Conference.
34	90	The Committee fell that in the field of pisciculture it was not sufficient to improve and increase the breed only. It was equally necessary to regulate the catching as well as the marketing. The Committee, therefore, recommend that some assistance should be provided to arrange for the storing of fish in cold	With financial and technical assistance from the Centre, especially under the Grow More Food Schemes, most of the States have been able to substantially increase their fish production by bringing under fish culture large areas of inland waters and by extending and intensifying fishing operations in coastal waters. It is estimated that fish production has increased by about 10% during the First Plan. In the Second Plan, special emphasis has been laid

		storage specially in places away from the markets and where surplus catch has to be stored before it could be marketed. Further in the maritime States, sea fishing should be encouraged by providing improved appliances and cold storage.	to increase production by about 33%. For this purpose intensification of activities already taken up during the First Plan has been planned, especially in improvement of fishing craft and mechanisation, supply of fishery requisites, intensive seed collection and distribution and of facilities for training, marketing, storage and transport. In addition organisation of fisherman cooperatives and survey, demonstration and extension will also be undertaken. The schemes envisage the expansion of off-shore and deep-sea fishing. With a view to providing adequate facilities for refrigerated transport of fish from collection centres to the consuming centres it is proposed to procure insulated rail cars. Ice and cold storage facilities are said to exist already in the principal collection and consuming centres ; in others it is expected to be made available in the near future. Accordingly, provision has been made in the plans of the States for establishing 18 ice plants and cold storages and 10 freezers and refrigerators.
35	91	The Committee feel that in the Animal Husbandry programme sufficient importance does not seem to have been given to goat and sheep rearing. Similarly sheep rearing on proper lines has an important place. The Committee, therefore, recommend that the goats and sheep rearing should be given more attention in villages by encouraging the work of upgrading the quality and introducing	It has been realised that in many parts of the country, where scarcity conditions prevail from time to time, sheep farming can contribute much to sustain the rural economy. With this object in view it is proposed to establish, during the Second Five Year Plan, three new Sheep Breeding Farms in Himachal Pradesh, Madhya Pradesh and Rajasthan States. Sheep farms already exist in the other States, but their expansion to meet the requirements of pedigreed rams would be imperative in some of the States if necessary, through central assistance.

1	2	3	4
		improved methods of shearing by means of demonstrations.	The farms are intended to produce rams of good quality, both for pure breeding and for cross breeding. At each farm a fleece testing laboratory and a wool utilisation centre will be set up. It is also proposed to set up 395 sheep and wool extension centres in different regions. These centres have their objective the development of sheep and wool including the popularisation of improved shearing methods in the areas. As regards goat development, the Second Five Year Plan does not include any specific schemes. The goat is often described as the "Poor man's cow", but only a fifth of the goat population of about 47 millions is used for milk production. The goat is also said to play a major role in the problem of soil erosion. How far this is justified has yet to be substantiated. It is nevertheless true that if this animal is to play a significant part in the agricultural economy, goat breeding should be undertaken under arable conditions. The economics of meat and milk production by goats under stall fed conditions have to be studied before goat development is advocated on any scale throughout the country. In wet regions of the country where the conditions are not conductive to sheep rearing, one has to think of developing the goat for meat, milk and skins. Breeds for upgrading the local goats have to be selected carefully with due regard to their adaptability to local environmental conditions. More damage than good can be done

by introducing the wrong breeds, merely because they are found to do well in their home tracts. Having selected a suitable breed, a small breeding unit should be established at the block headquarters and the bucks bred on this unit distributed in the villages for upgrading the local goats. Where goats are popular it is also advisible to keep a good stud buck at all the A. I. centres and veterinary dispensaries of the block and the local she-goats artificially inseminated with the semen collected from the bucks.

Additional Paper

Note on Camps for training of villagers in Animal Husbandry etc.

The object of this scheme is to train five potential leaders in each village in the five groups of subjects mentioned on the lines of the similar training going on with regard to increased agricultural production. Training of individual leaders is a logical development of the extension form of administration which attempts to cover all the people. It is a more specific form of social education plus technical education. Theoretically, the scheme is not new.

2. A specific satisfying programme that can give immediate visible results is undoubtedly the best way of increasing the confidence and sense of self help of the man in charge of the programme and as such the proposed programme will do a great deal of good to the technical man who will be incharge of it. But this object alone will not be enough. The teaching must be sound enough and competence of the teacher assured. His training can be confined to instilling the capacity to communicate the correct technical principles and procedure involved in the specific programmes of the technical line in a manner intelligible to the cultivator, the capacity to answer questions arising out of these specific problems plus a small background of the methods of communication through extension aids. It is possible to argue that the Technical Departments will themselves learn by holding classes. Very inefficient classes, however, might react adversely on the people's response. Some training of the extension advisers, carefully drawn up talking points and the visual aids to be used in explaining the different issues that might arise, are, I think necessary and it should be possible for the Technical Departments of a State to draw it up. The danger of an excessively enthusiastic technician *e.g.* a vet trying to communicate the courses of studies for the B. V. Sc. degree to the villagers should be avoided.

3. There is doubt as to whether with the present work load (which of course to some extent is inversely proportionate to competence) of the extension advisers, they can undertake this in addition to their primary jobs of specific programmes which some of them are unable to complete for various reasons technical, social etc. While, therefore, the scheme is good and should be accepted for operation, I think it is essential that a very detailed

set of instructions should be drawn before launching on it and it should be started by degrees. I would start in the following order :—

(a) Animal Husbandry

(b) Village Industries

(c) Public Health

(d) Co-operation, and

(e) Rural Housing.

Women's programme should also be started separately but will be largely only for women.

4. I may add that I feel that social education has a clear and distinct scope, is not being understood enough and, therefore, is often treated as a dispensable commodity.

5. Though theoretically extra expense may not be necessary, it is essential to make the scheme attractive to begin with some subsidy towards communal feeding may be necessary and should be authorised from the social education budgets. I feel that basic schools on agriculture for training of V.L.W's should be started one for each district in Bihar. Only half of the candidates of these schools will become V.L.W's and a good bit of the other half should go back as educated agriculturists. They would form a large part of the trainees for these programmes. The district basic school must develop into a technically large alma matter for these trainees for subsequent higher educationl courses like the folk schools of Denmark. At a later stage the courses at the basic school might well cover 2 - 3 weeks and that would be technical communication at a higher level. That would be the second logical step and if that comes through, I amagine the problems of adequate lateral pressure to keep our extension advisers competent and mentally fit in their line will be solved. Then the problem of communication will improve in geometrical progression through the two stages envisaged and the load will pass on to the research people whose programme is necessarily slow and who have now a dangerously short load ahead of the extension men.

MAIN RECOMMENDATIONS AND CONCLUSIONS

The Conference accepted the view that Livestock Improvement Programme should progress side by side with the improvement in agricultural production.

(1) Breeding

(i) In regard to the 'key village' units established in Community Development blocks which did not conform to the requirements of the standard pattern laid down by the Ministry of Food & Agriculture, the Conference recommended that such of the units which could not possibly be developed on a satisfactory basis should be stopped, and for the remaining units, extra funds should be provided with a view to bring them to the prescribed level.

(ii) The Conference felt that rapid and haphazard extension of artificial insemination work might do more harm than good to the key village pattern, and recommended that, in future extension of the key village work in the States, particular stress should be laid on the quality of the training as also the environments under which this scheme was to be implemented.

(iii) Enactment of Stock Improvement Legislation is an urgent necessity for shaping key village work in the manner in which it is intended.

(iv) Private breeders should be assisted both by the Central and State Governments in the improvement of their stock by the grant of operations, the setting up of special zonal technical committees to go into these questions was recommended. All States in a zone should be represented on the Committee.

(v) The recommendations of the Estimates Committee that the feasibility of Panchayats or Cooperatives taking up plant protection work for the entire village on the lines of the malaria squads was examined and it was recommended that pilot projects be started in atleast one village in each endemic block.

(vi) The suggestions made in para 24 of the Agenda Note for strengthening the supply line were accepted.

(vii) The instructions issued by the Ministry of Community Development determining the relationships between the District Agricultural Officers, Block Level Specialists and the Block Development Officers were considered to be workable and should be given an adequate trial.

(viii) The Conference recognised the need for taking all measures mentioned in para 6 of the Agenda Note and particularly emphasised the urgent need for more research on coarse grains which are grown under dry farming conditions and propagating improved seeds for these crops and dry farming methods. It also recommended that the possibility of providing each V.L.W. with a soil testing kit be examined.

(ix) The suggestions made by Dr. Taylor and Mr. Wilson regarding training of subject matter specialists in the blocks, of those who train the VLWs and of the District Agricultural Officers were accepted. This three-pronged training programme would help in building up a team spirit for community development work.

(x) The recommedations made in para 28 of the Agenda Note were generally agreed to and it was emphasised that extension work in the fields of soil conservation, dry farming, better irrigation—water use and better farm management had suffered because of lack of trained personnel. To overcome this drawback, Agricultural Officers should also receive training in these fields. It was also recommended that where there were more than 10 blocks in a district there should be an additional District Agricultural Officer.

(xi) The Conference recommended that frequent review of progress reports by the Collector and the Divisional Commissioner would help in keeping up subsidies or leasing out land for fodder production or grazing.

(2) Disease Control

In order to provide prompt first aid in the rural areas the need for supply of a medicine chest to every village was accepted. During the Plan period, funds for the purchase of essential medicines should be provided out of the block budgets. Thereafter the responsibility for replenishment would rest with the Panchayats.

(3) Animal Nutrition

The Conference accepted the necessity of rapid improvement of fodder production in the country and recommended that this programme should not be the responsibility of one single agency but should be undertaken effectively on a coordinated basis by the Agriculture, Revenue, Forest, Animal Husbandry, and Planning Departments. In fact, a comprehensive scheme should be

formulated by the Central Government for coping with this colossal problem. The Conference also recommended that all knowledge already available in respect of fodder and grasses should be put into effect through the National Extension Agency.

(4) General

(i) *Milk*

The recommendations made by the Estimates Committee for augmenting the supply of milk and its utilisation in the fluid form as well as its products as given in the Agenda Note were accepted and recommended for adoption by the States.

(ii) *Poultry Development*

A major limiting factor in the development of this programme was the inadequate supply of improved stock to the CD and NES blocks. It was, therefore, necessary to increase the productive capacity of the State farms and to organise cooperatives of primary producers for ensuring a remunerative price to the latter.

(iii) The Conference accepted the observations made in the Agenda Note and stressed the need for providing Senior Technical Officers at the Headquarters in the States for shouldering the progressively increasing responsibility. Subject-matter specialists should be provided in the fields like poultry, piggery, and sheep, at an early date.

(c) Irrigation

NOTES

1. A review of the Past Performance:—Minor irrigation has featured very prominently in the programme of community development In assessing the progress in this field we shall have to consider :—

(*i*) What has been the expenditure ?

(*ii*) How profitable this expenditure has actually been ?

(*iii*) To what extent have private sources of irrigation been developed to give the programme of minor irrigation the character of a people's programme and lastly ?

(*iv*) To what extent have better techniques of water utilisation been extended among the people ?

The sanctioned programme and expenditure on minor irrigation in the CP/CD blocks of the original series is as follows :—

	Sanctioned programme (*in lakhs*)	*Expenditure incurred up to 30.9.56* (*in lakhs*)
CD Projects/Blocks 1952-53 series.	706.24	589
CD Blocks 1953-54 series	227.00	111

From the expenditure figures given above the progress in minor irrigation would not appear to be satisfactory. Shortage of technical personnel, it is said, has been mainly responsible for this. Similarly, for want of adequate technical support whatever works have been done, have not proved as useful as they were expected to. In quite a few cases works of doubtful utility have been executed. There are States where even till now no surveys have been done of the actual benefits nor have suitable arrangements for any regular follow-up been made. Development of irrigation, whether it be through major, medium, minor or private sources has to be carried out in a planned manner which can be done only if all departments concerned like Irrigation, Agriculture, Revenue, Electricity play their respective roles. Unfortunately the requisite degree of inter-departmental coordination has not always been achieved in all cases.

With the considerable expansion of the programme in the Second Plan it is essential that necessary correctives are applied in time so that this programme is brought on a sound footing.

2. Minor Irrigation Conference at Delhi :—In order to discuss the difficulties and shortcomings mentioned in para 1 above a Conference of Development Commissioners and Chief Engineers (Irrigation) from 7 States was convened at New Delhi on the 5th March. The decisions arrived at in this Conference have been circulated to State Governments with this Ministry's letter No. 99 (7)/57-Prg dated the 14th March, 1957.

The main point for discussion at this Conference was the creation of some nucleus minor-irrigation organisation in each State which could be made responsible for a planned and coordinated implementation of the minor irrigation programme. It was the view in the Conference that the shortfall in progress in CP/CD

blocks in the earlier series was mainly because the programme had just started. By now most States have got suitable arrangements for the execution of minor irrigation and the State representatives were of the opinion that much difficulty would not be experienced in future. However, it was agreed by all that :—

(*i*) the Irrigation Department should give full attention to the planning and execution of small schemes by making available the necessary technical support.

(*ii*) Although the existing organisations in the States were reported to be satisfactory, each State Government should review the position from time to time to ensure adequate progress and technical soundness of minor irrigation works. They may also consider the desirability of creating a cell in the Irrigation Department which could pin point attention of the local irrigation engineers or important aspects regarding minor irrigation. It would be of advantage to have an Irrigation Superintending Engineer as Advisor to the Development Commissioner for the minor irrigation programme.

The other point that came up for discussion was 'Irrigation Extension' *i.e.* better and fuller use of irrigation water. It was decided to take up concrete works in this direction in pilot areas by diverting a portion of irrigation funds in the block budget for effecting improvements on the conveyance of water beyond Government outlet, its internal distribution and such other activities.

3. Development of Private Irrigation in CD/N

One of the main objectives of community development in the field of minor irrigation has been to develop and promote private irrigation like wells, small tubewells, minor embankments and cooperative irrigation schemes. In States where scope for such private irrigation existed, it has been possible to take up the major part of the programme under this head. In fact in some States, *e.g.*, Punjab, the whole programme has comprised of this class of work. In certain areas, however, difficulties have been encountered and the State Governments have had to utilise the whole amount on bigger irrigation schemes that are maintained and managed by Government.

The view taken is that since increase in food production has become a vital matter during the Second Five Year Plan period and promotion of private irrigation schemes is a slow process and does not give assured results to the same extent as big schemes undertaken by Government do, the latter should be preferred to the former. Also in the matter of irrigation cooperative societies, experience in some States has been that the societies subsequently find themselves unable to run the irrigation installations economically and Government have to take over a good many of them. Another reason put forward is that cultivators have been badly hit in the past by floods, famine and exploitation by landlords and so the recovery of loans alredy advanced, has had to be suspended or deferred. Under the circumstances State Governments do not consider it desirable that the cultivators should be burdened with more loans for private irrigation.

The question that arises is whether the reasons given above are such as would justify the adoption of a course which will largely defeat the purpose of community development, which is the objective we have in view in promoting small private irrigation. Even though there is a great deal of force in these reasons, this would not justify devoting the bulk of the provision for irrigation, atleast not in the NES blocks, on big State-owned irrigation works. It is important that the benefits to be given under the NES budget should be evenly spread over the whole area of the block. Hence it is felt that in the NES period the bulk of the meagre provision should be spent in promoting private small irrigation schemes through cooperative societies, where-ever possible. To promote such successful societies is admittedly difficult and will be a slow process. But this is exactly how community development can be brought about and this important objective should not be abondoned in the interest only of more speedy increased food production.

The Development Commissioners may, therefore, consider the desirability of having a minimum programme of 50% of the budget provision for private irrigation, unless, of course, the scope for such scheme is really very limited in any particular areas due to natural reasons.

Private minor irrigation need not necessarily confine itself to the creation of new irrigation sources. For example, construction

of watercourse system for internal distribution of water for ensuring fuller and better use of water would be a very appropriate item for promoting private irrigation. In U.P. both in canal and tubewell irrigated areas, the system of constructing guls (Irrigation channels) from Government canals is done by the people. The people do the earth work and the State Irrigation Departments do not have to spend any money on such constructions. In many cases the cultivators donate their land free for construction of guls. These would be important items of private irrigation.

4. Repairs and Restoration of Minor Tanks :

In some States minor tanks have been the property of Government from the very beginning. Their maintenance, repairs and restoration have been the responsibility of the State Government. In turn, Government recover a water rate or an enhanced land revenue from the beneficiaries. In other States, many minor tanks have, till recently, been the property of Malguzars, Zamindars and Jagirdars. With the abolition of Malguzari etc. rights in these tanks now vest in the State. By constant use of these tanks in the past, cultivators have acquired rights of irrigation and even if Government now invest money on their restoration and renovation, cultivators would be under no obligation, to pay any water rate or enhanced land taxes.

Questions have arisen whether repairs and restoration of these tanks could be taken up under the minor irrigation programme of CD/NES. There is no doubt that regular and periodic maintenance should be the responsibility of State Governments from the normal State budget. However, due to one difficulty or other State Governments have not been able to discharge this responsibility and the tanks have progressively deteriorated necessitating large scale restoration and renovation at frequent intervals.

In view of the fact that repairs to these tanks would substantially increase their irrigation capacity and the State as a whole would benefit by such repairs, this Ministry have been considering whether or not loan funds should be invested on schemes which, although not remunerative from the direct revenue return, have an overall productive value. The views of Development Commissioners would be of value to the Ministry in formulating a definite policy on this issue.

5. Minor Irrigation under the GMF Sector :—

During discussions of the Annual Plans under GMF, it was gathered that the following categories of schemes are undertaken by State Governments from funds available from the Ministry of Agriculture :—

(a) Minor irrigation schemes costing up to Rs. 10 lakhs which are generally executed by the State Irrigation Departments.

(b) Minor irrigation schemes executed by the Revenue and Agricultural Departments, *e.g.*, Pynes and Ahars of Bihar, Dongs and Bunds of Assam, Minor Tanks in Orissa and Mysore. These are both public and private.

(c) Private irrigation schemes initiated and executed by the people themselves *e.g.*, wells and pumps.

In certain States it has so happened that items (b) and (c) have almost saturated the scope of private irrigation and minor public schemes with the result that funds under CD/NES either remained unutilised or were utilised for bigger irrigation works. Since, in the CD/NES areas we have the advantage of having an efficient extension agency, it would be only appropriate if works fallingunder categories (b) & (c) are executed in the first instance, under a programme of community development and financed from funds provided thereunder. This would result in a corresponding saving under the G.M.F. ceiling which could be advantageously utilised for financing more works of a major nature falling under category (a).

In the State of Bihar, Government have issued instructions according to which all minor and medium irrigation schemes in the CD/NES areas which were so far being financed from the G.M.F. funds would now be financed from the CD/NES budget, but would continue to be initiated and executed by the Agriculture Department through the agency of the Block Development Officer. The Development Commissioners may consider following a similar system in there States with a view to increase the quantum of minor irrigation works under the CD/NES programme.

6. Subsidy for Private Irrigation :—

In the original schematic budget of CD/NES there was no provision for subsidy under minor irrigation, while subsidies were available for private minor irrigation works under GMF. To bring the two schemes at par, the Ministry of Community Development

have also provided subsidy to the extent of 25% (to be shared between the State Government and Government of India) for private minor irrigation schemes. A corresponding provision under 'other than loans' has been made in the schematic budget of CD/NES during the Second Five Year Plan. The availability of subsidy for private minor irrigation and its continuance during the Second Plan have been notified in this Ministry's letter No. CPA/600/54—Budget dated 4.8.55 and No. CPA/13(18)/P/56 dated 10.7.56. During discussions of the Annual Plans under GMF, it appeared that State Governments have still a feeling that the terms and conditions of CD/NES funds. Hence there is a tendency not to draw on the CD/NES funds are not as liberal as those of the G.M.F. The correct position is that for private minor irrigation the terms and conditions are identical.

However, under GMF there is provision of subsidy, and on higher scale, for certain additional items, *e.g.*, (i) construction of kuhls in the hilly areas are eligible for an overall subsidy not exceeding 50%. (ii) In exceptional cases where the schemes are for the benefit of backward and under-developed areas, the subsidy may be increased upto 50% of the total cost. (iii) Surveys of minor irrigation which are necessary before undertaking minor irrigation schemes are eligible for central subsidy up to 50% of the total cost of the scheme on the merits of each case. Further, in the case of really backward States, which do not have well organised Public Works Department but are keen to undertake surveys of the possibilities of minor irrigation programme, higher rate of subsidy may be allowed in really deserving cases.

The question that arises is whether it is necessary to give subsidy in the same way and on the same scale on schemes undertaken under the CD/NES programme. The views of the Development Commissioners are invited on this.

7. The Minimum Programme :— In the field of minor irrigation, it is perhaps difficult to lay down any minimum programme. Every irrigation source would progressively add to the irrigated area and there would be increase in food production. Attempt may, therefore, be made to have as extensive a programme of minor irrigation as possible.

The broad division of the budgetary provision could be somewhat on the following pattetn :—

A minimum of 50% of the irrigation funds could be earmarked for encouraging and promoting private irrigation like wells, pumping sets, small tubewells, minor embankments, cooperative irrigation, etc. 25% of the provision could be spent on restoration and renovation of minor irrigation works like tanks and canals. The remaining 25% could be spent on State-owned minor works of a major nature through the State Irrigation Department.

MAIN RECOMMENDATIONS & CONCLUSIONS.

(*i*) State Governments should provide at least one Senior Irrigation Engineer for planning and examining minor irrigation schemes of all Departments and maintaining close liaison with the Development Commissioner.

(*ii*) The Conference emphasised that suitable steps should be taken to obtain a larger mersure of people's participation in order to finance schemes relating to improvements in the conveyance of water to the fields so as to ensure its maximum utilisation.

(*iii*) A programme for private irrigation schemes, including cooperative irrigation, may be provided involving a total expenditure up to 50% of the budget provision.

(*iv*) If considered necessary, upto 25% of the block loan funds could be utilised for repairs and restoration of minor tanks, even if there be no possibility of immediate revenue return for the outlay.

(*v*) Minor irrigation schemes in the CD and NES blocks should be financed primarily from the block fuuds; G.M.F. assistance should be utilised for additional works, if more scope existed as well as for bigger works not envisaged under the CD programme.

(*vi*) Subsidy for minor irrigation works in the CD and NES blocks may be granted on the same scale as is admissible for G.M.F. Scheme under identical conditions.

(*vii*) The Conference recommended that about 50% of the irrigation funds may be earmarked for encouraging and promoting private irrigation works like wells, pumping sets, tube-wells etc., 25% on repairs and restoration of minor tanks, and 25% on State-managed works.

(d) Cooperation

NOTES

The Programme Evaluation Report has pointed out that the formation of new societies, and the strengthening of the existing ones, have been the main items of the Community Development Programme under Cooperation. They have recommended (a) linking up agricultural credit with cooperative marketing, and (b) guiding and providing trained staff to assist cooperative societies in the work of distribution of agricultural supplies.

2. Mr, Wilson in his report has expressed his disappointment over the development of cooperative marketing and purchasing activities. Dr. Taylor has stated that while there exists in India a cooperative climate, there has not yet developed anything approaching a cooperative movement due to great lack of understanding among peasants of what cooperatives are. An understanding of the role which they themselves must play in cooperatives has not yet developed. The successful cooperatives and strong local communities grow from the same roots and whatever creates a climate for the growth of one, creates a climate for the growth of the other. The N.E.S. must accept the major responsibility for creating a climate for the growth of the cooperatives. Cooperation is a way of life, rather than mere economic activity. The significant social purpose of the cooperative movement should remain in the forefront at all stages of the programme.

The experiment carried out by the Lucknow Action Research Institute has shown that if the members and office bearers of cooperatives are properly educated as regards their role, rights, duties and responsibilities, a more abiding interest in cooperatives is created and the working of the cooperatives improves.

3. It is for consideration whether the following minimum programme in Cooperation which is based on the Second Five Year Plan would meet the needs :—

(1) (a) Extending the benefit of cooperation by inclusion of every village in a cooperative society.

(*i*) Where a village was not previously catered to by a cooperative society, the aim is to persuade adequate number of agricultural families to join the cooperative society during the pre-intensive stage so that a sound

society is feasible, ; and to raise the membership to cover 75 per cent of agricultural families during the intensive stage, and 90 per cent during the post-intensive stage.

(*ii*) Where a cooperative society is already functioning, in a village, the aim is to improve its membership and to revitilize the society during the pre-intensive stage ; and to persuade 75 and 90 per cent of agricultural families during the intensive and post-intensive stages respectively.

(b) To persuade each member to subscribe a minimum share capital of Rs. 10/— during the pre-intensive stage (the share capital may be collected in instalments where necessary), and to raise this sum to 10 per cent of the working capital required by the family per annum during the intensive stage. During the post-intensive stage the aim should be to persuade each family to subscribe 20 per cent of the working capital required by the family for the profession that it pursues.

(2) To train up at least one member of a managing committee, and at least 2 members of each society in the principles of cooperation, their duties, roles and responsibilities during the Second Five Year Plan period. Elementary training in "Cooperation" will be given at the Cooperators' Camps to be organized by the Extension Officer, Cooperation at the rate of one camp per V. L. W's circle.

(3) To organise in each block at least one cooperative marketing union, and 4 to 5 cooperative godowns for storing seeds, fertilizers, implements and agricultural produce during the Second Five Year Plan period.

(4) Stocking of improved agricultural implement—dusters and sprayers—with each society for hire to farmers.

(5) Establishment of one cooperative farm in each of post-intensive blocks.

(6) Cooperative dairying or milk supply and cooperative poultry production may be undertaken in each of the C. D. blocks started during the First Five Year Plan. Where cooperative supply of milk is not practicable, either cooperative silk-worm rearing or honey-bee keeping may be organized.

(7) Cooperative production in any of the two following fields may be established in a block during the Second Plan period :—

(a) brick-kiln.

(b) oil-crushing.

(c) gur and khandsari manufacture.

(d) coir and mat-making.

(8) The N.E.S. organisation will promote the use of credit for productive purposes and the timely repayment of loans. Cooperative Societies which are functioning satisfactorily may, without insisting on usual securities, issue credit for productive purposes on the following limited scale :—

(a) Non-land-owning members may be allowed credit worth Rs. 100/- on the personal security of another member of the society. It is understood that this practice obtains in Bihar. Certain members of cooperative societies who are good farmers should be encouraged to supervise the application of productive credit so that the credit is utilised for productive purposes, and improvement in agriculture and agricultural credit go hand in hand.

(b) From amongst non-land-owning tenant cultivators, five to ten good farmers may be allowed a seasonal credit upto, say Rs. 100/- on the recommendation of the Panchayat and Village Level Worker. It will be the special responsibility of the Panchayat and the Village Level Worker to see that the persons who are given loans are good and trust-worthy farmers, and utilize it for the purpose it was issued Such loans may be limited to say one-tenth of the total amount available as short-term loan from the societies. It is understood that such an experiment is being tried in Bombay.

(9) Facilities for pledging the crop should be made available for every block as quickly as possible so that credit bottle-necks are reduced.

(10) During the first year of the post intensive stage, a survey should be carried out to determine the production finance required for the development of Agriculture, Animal Husbandry, Fisheries and Village and Cottage Industries. Based on this date a plan should be prepared for gradually providing the necessary credit and for linking marketing with credit.

4. In order to implement this minimum programme as well as to provide the necessary supervision and guidance, the Cooperative Departments in each State will be suitably strengthened at the State, District and Sub-Divisional levels. Delegation of powers will be made to district or sub-divisional officer to register societies. Procedures will be formulated, or simplified, for obtaining advances from the Apex and District Banks on the basis of previous year's sanction, while farmers application would be examined subsequently.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(*i*) Administrative arrangements and facilities should be so planned and extended that every village is able to take advantage of a cooperative credit or multi-purpose society.

(*ii*) Existing cooperative societies should be revitalised and their membership improved.

(*iii*) Where a village is not already served by a cooperative society, the aim should be to persuade an adequate number of agriculturist families to join a society during the pre-intensive stage. During the intensive phase, the membership should be raised to cover 50% of the agriculturist families in the village, the percentage being raised to 75% during the post-intensive phase,

(*iv*) Each member should be persuaded to subscribe a minimum share capital of Rs. 10/- during the pre-intensive stage and to raise it during the intensive phase to 10% of its annual production loans requirements and to further rais it to 20% during the post-intensive phase.

(*v*) At least one member of the managing committee and two others from each society should be trained in the principles and practices of Cooperation by organising camps at the rate of one per annum in each VLW's circle, in close association with similar agencies.

(*vi*) Subject to availability of funds, each block should be served by at least one Cooperative Marketing Society having a godown of its own, which should be located in the nearest Mandi centre, for the purpose of storage of seeds, fertilizers spraying implements, dusters, and agricultural produce etc.

(*vii*) As visualised in the Second Five Year Plan, each block should establish at least, one cooperative farming society, particularly, in the post-intensive phase.

(*viii*) Cooperative production and/or marketing in atleast two of the following subjects should be undertaken in each block:—

(a) Dairying and milk supply.

(b) Poultry

(c) Silk-worm rearing

(d) Bee-keeping

(e) Brick-making

(f) Oil-crushing

(g) Gur and Khandsari manufacture.

(h) Coir and mat-making

(i) Other village industries which come under the Cottage and Village Industries Commission, Handloom Board etc.

(*ix*) Survey should be carried out to determine the extent of production finance required for the development of agriculture, animal husbandry, fisheries, village and cottage industries, and a detailed plan should be prepared for providing the necessary credit and for linking it with marketing.

(*x*) State Cooperative Departments should be suitably strengthened at the various levels and adequate powers should be delegated to the officers at different levels for implementation of the minimum programme.

(e) Village & Small Scale Industries

NOTES

1. (a) The programme of Cottage & Small Scale Industries in the scheme of Community Development has all along been a cause of concern. Considerable thinking has been going on at various levels for the past few years to improve the situation. The last Development Commissioners' Conference which surveyed the entire field of Industries stated that in future the success of the Community Develepment Programme will be judged primarily by what is achieved in the field of Village and Small Scale Industries.

The Conference had also recommended the formation of definite targets for industrial development in respect of each of the Development Blocks. The Estimates Committee of Parliament in their recent report on the working of the Community Projects Programme have also observed that "the Developments outside the agricultural sector had not been rapid enough to arrest the increasing pressure of population on land. The development of Village Industries should, therefore, be as much a matter of state action as the increase of agricultural production".

(b) The essential requirements for the success of the Small Scale Industries Programme are proper organisation of marketing, of credit, of research and of education. In the Evaluation Report of 1955 it was stated that "unless on the basis of assigned sector of estimated total demand, production of village industries is fitted into the over all national programme of employment, investment and production, conditions cannot be said to be ripe either for industrial extension or for cooperation." "How to assure an effective demand for at least the major products of rural industry is the first question which must be satisfactorily answered before a programme for its rehabilitation and extention can be drawn up. Here the implication is not only that of legal restrictions or of satisfying individual tastes but of meeting the needs of expending economy and a rising standard of life."

(c) Research is a prerequisite of extention. As such before the National Extension Service could be effective in the industries extension work it is essential to have basic knowledge available indicating the directions which the programme should take. In what follows an attempt has been made to indicate the work done so far and the problems encountered.

2. Programme—Planning

(*i*) *Pilot Projects* :

(a) The International Planning Team in their report on Small Scale Industries in India had reported that "The Indian market is one of the largest potential domestic markets in the world. If this market is fully developed in both the cities and the villages, it can stimulate perheps the greatest industrial revolution ever seen and make India one of the formost producing and consuming areas in the world." The problem is that very little is known as to the exact nature and extent of the demands that are likely

to be created as a result of the increase in national income particularly in the rural sector and what can be produced by rural industries to meet that demand. This calls for a scientific study. With this end in view as also to study a number of other related problems, Pilot Projects were initiated early in 1956 on the recommendations of the Fourth Development Commissioners' Conference. The working of these Projects in course of time was expected to provide sufficient experience, for an effective and quicker expansion of the industries programme in other Development Blocks.

(b) The working of these Pilot Projects—over the past one year was reviewed at a recent Seminar held at Rajgir. It was seen that so for only *ad hoc* schemes have been undertaken in these projects with financial assistance from the various Boards. A number of administrative problems relating to procedure for getting financial assistance, sanctioning of the schemes etc. have also been resolved. These administrative problems were not of a nature which needed the initiation of some Pilot Projects to know them, still the working of these Pilot Projects had focussed the attention on these problems and expedited their solution. But much of the work has been sporadic and confined to certain isolated problems faced in the field. It has lacked systematic approach and has not, therefore, so far thrown up any experience which could help the expansion of industries programmes in other blocks. An attempt is now being made to formulate a number of specific problems of which solutions could be attempted through working of these Pilot Projects. Initial thinking on the subject was done at the Rajgir Seminar. A suggestive list of the problems would be placed before the Development Commissioners for their consideration.

(*ii*) *Area Development Surveys* :

(a) An integrated plan for the development of Cottage and Small Scale Industries can be prepared only on the basis of a study of the industrial potential of any particular area. The Ministry of Commerce and Industry have accordingly organised Industrial Economic Investigation Teams which are at present engaged on area development surveys in the Pilot Projects. The aim of these surveys is to examine fully the needs and resources of the areas with a view to drawing up short-term and long-term plans for the

promotion of industries. Broadly these enquiries would include :—

(i) An analysis of existing and potential demands for manufactured goods in the area and outside demand that might be met from industrial units in the area.

(ii) Assessment of resources (human as well as material) required for manufacturing units which are available in the area or can be imported from outside at reasonable costs.

(iii) Selection of manufacturing lines in which the industries characteristics best match the areas demands and resources.

(b) The first set of these reports for 12 project areas is likely to be available some time in April 1957. It is only then that we would know to what extent these reports would be helpful in formulating an integrated development programme as also provide guide lines to the approach to be made in respect of other development blocks.

(A further short note on the subject would bé circulated after the first set of the survey reports has been received.)

(iii) *Minimum Programme*

Preparation of a comprehensive programme of industries to be developed in each block could be undertaken only after sufficient knowledge has been gained either through working of the Pilot Projects or otherwise. This is naturally bound to take some time. Meanwhile the last Development Commissioners' Conference had suggested that targets for industrial development should be fixed in respect of each block, taking into consideration the local conditions. These targets can only be laid down by the project personnel who alone have sufficient knowledge of the local conditions for the purpose. An attempt has, however, been made to indicate the nature of this minimum programme and an approach to formulate it. This is incorporated as Appendix D to this note for the consideration of the Conference.

(iv) *Industrial Estates*

(a) The concept of Industrial Estates initiated by the Ministry of Commerce and Industry is comparatively new to this country.

Generally speaking their purpose is to house industries, which have haphazardly grown in large cities, in a planned way without congestion and also to provide them with necessary facilities, such as cheap electricity, water supply etc. The slums in the towns are thus reduced. But the purpose of Small Industrial Estates sponsored in Pilot Projects and also proposed to be started at Block Headquarters, is mainly with a view to decentralise small scale industries and to create opportunities of employment for the villagers and thus arrest to some extent the movement of village people to the towns for employment and adding to the social problems in the urban areas. The progress of 9 such Estates proposed for the Pilot Projects has so far been very slow largely because of the slow speed with which buildings are being constructed by the State authorities and partly due to the lack of entrepreneuring spirit among the people and absence of technical guidance to prospective entrepreneurs.

(b) The Small Industrial Estates in the Pilot Projects are all adjuncts to small cities. It is now proposed to start in addition still smaller Industrial Estates at the Headquarters of the C. D. Blocks. 20 such Estates have been programmed for the next year. Rajgir Seminar had suggested that these should be established at centres where groups of artisans follow allied trades or where as a result of the surveys it is considered possible to establish such groups. It would then be easy to esatblish common facility and community workshops to ensure the success of the Industrial Estate idea. To what extent these Estates would serve the purpose in view and what steps or safeguards ought to be taken to ensure that these Estates would not remain unoccupied, are some of the matters which deserve consideration of the Conference.

(*v*) *Rural-cum-urban townships :*

Efforts in the past have been made to locate as many institutions as possible under the Community Development Programme at the Block Headquarters such as hospital, veterinary dispensary, agricultural extension centre, seed farm, poultry station, community centre, school etc. Residential buildings for the staff have already been provided at these headquarters. An attempt has been made to bring in an element of town planning in locating the various bulidngs that are constructed at the Block Headquarters.

It has now been suggested that a positive approach to promote the development of these Block Headquarters as centres for

industrial development from where the common services could radiate to the surrounding areas would be extremely desirable. For the location of Block Headquarters in future, whereas it is true that administrative and geographical considerations would have to be given due weight, the possibility of developing industries may also be kept in view. So far as the present headquarters are concerned efforts may be made to locate there such of the industrial activities under the block programme as may be considered suitable for the place.

3. Programme—Execution

(1) *Industrial Extension Service :*

(a) With a view to render assistance to Small Industries, the Commerce and Industry Ministry has set up an Industrial Extension Service. This Service works from Regional Istitutes, Major Institutes and Extension Centres spread over the country which act as service agencies to impart knowledge regarding the modern advances in technology and business management, finance and marketing to small entrepreneurs. For this Service to be effective the Institutes have to be continually engaged in building up knowledge regarding the use of quality materials, improved tools of production, better machinery and methods, better marketing through continual marketing analysis, channels for credit facilities, quality control etc. It is probably too early to assess the extent to which the Service has been effective. A similar Service, however, is not available for Village Industries and the Handicrafts.

(b) There is an urgent need for a systematic programme of research into techniques, use of raw materials, marketing arrangements etc. in the field of Village Industries. Village Industries have to be given some protection from factory production, but the need for bringing them, to the extent possible, to compete on an economic basis should not be lost sight of. It is, therefore, worthwhile to consider organisation of a Service agency for the Village Industries to conduct continuous research in the various aspects of the programme and make them easily available to the industrial workers. What form this Service should take and the extent to which it could be combined with the Service agency established by the Ministry of Commerce and Industry are for the consideration of the Conference.

(2) *State Industries Department :*

(a) The Industrial Extension Service mentioned in the previous paragraph is maintained by the Government of India. To the extent possible it has been spread throughout the country. Assistance is rendered directly to the small industrialists by the various institutes. There is yet another agency which has to play an active role if the knowledge gathered in these institutes is to be fully extended to the people for whom it is meant. This agency is the State Industries Department.

(b) The State Departments of Industries were in the past not adequately geared to render assistance in the field of Cottage and Small Scale Industries. On the recommendation of the previous Development Commissioners' Conference a provision has been made to appoint an Extension Officer Industries in each of the development blocks. Arrangements have also been laid for adequate training of this officer. The States have also taken action to appoint District Industries Officers. To a certain extent staff at the State Headquarters have been strengthened by addition of a Joint Director of Industries and a few Deputy Directors. By and large, all this strengthening of the Department has been by recruitment of persons who do not hold any technical qualifications nor have had sufficient experience of running industries programmes. This situation probably could not have been helped on account of the non-availability of technical personnel as also the absence of any industries programme. Adequate steps have, therefore, to be taken to provide minimum technical knowledge to the staff of the Industries Department at all levels so as to make them more effective. In the initial stages the problems in the field may be of an administrative nature which could be tackled by non-technical personnel but as the programme goes ahead greater demands of a technical nature are bound to be made on the staff. Some of the actions that have been proposed or could be taken in this connection are :—

(*i*) A short-term training extending over a period of three months for newly appointed District Industries Officers.

(*ii*) Training in business management over a period of six months for experienced District Officers and Assistant/Deputy Directors of Industries.

(*iii*) A decision by the State Government that the Officers of the Industries Department drawn either from the Administrative Service or other departments would remain in the department at least for a period of five years.

(*iv*) Declaration of the policy that in course of time as technically qualified persons become available the posts at the lower levels particularly that of the Extension Officer (Industries) would be filled in only by diplomates in Engineering. Suitable programme could thereafter be drawn to ensure this after a specified period.

(3) *Administrative Coordination :*

(a) Guidance in the field of Cottage and Small Scale Industries is today provided by six different Boards attached to two different Central Ministries. Attempts have been made to coordinate their activities under the Community Projects Programme through establishment of an Action Committee at the central level presided over by the Minister for Community Development and similar committees at the State level under the Chairmanship of the State Development Commissioners. How far the State Action Committees have become fully representative of all the Boards and effective could be considered at the Conference.

(b) Although in most cases the working of the Pilot Projects have been taken over as a direct responsibility of the State Industries Department, there is yet a need for better coordination between the Development Commissioners' organisations and the State Directors of Industries. Instead of the Development Commissioners' organisation making efforts to get the cooperation of the Industries Department for the programme in the project areas, it should be the Directorate of Industries, which taking the programme in the Blocks as their own, should seek for the assistance of the Development Commissioner. This change in attitude on the part of the Departments concerned is yet to come about.

(4) *Funds for the programme :*

(a) No funds are provided for industries in the schematic budget of an N. E. S. Block. There is a small provision of

Rs. 50,000/- per block during the intensive phase. The bulk of the funds for the substantive programme has to come from the various Boards. The amount indicated under the Community Projects Programme has to be spent only on such items as are not covered by the activities of the Board.

(b) Delay is still being experienced in obtaining sanctions and release of requisite funds from the various Boards. On the other hand very little technical scrutiny is done other than by the Officers of the various Boards right in the field itself. Patterns have been laid by some of the Boards and only if State schemes conform to these patterns are they sanctioned. This should reduce the need of centralising with the Boards the power for sanctioning of the schemes.

(c) Although broad indications have been given in the State Plans about the allocation of funds for different industries, the Boards do not know sufficiently in advance as to what is going to be the size of their next year's plan. In the absence of this no advance indication could be given to the State Governments as to the amount of funds that the States were likely to get which alone could help the States in formulating their plans in time. All this results in uncertainty and difficulty of forward planning. This aspect of the problem needs special consideration of the Conference. Some of the points which might be considered in this connection are :—

(*i*) Whether it would not be advisable to prepare a schematic budget for the industries programme in each Block more or less on the lines of the schematic budget of Community Development Block. If this could be done then as soon as a block is sanctioned the States could draw upon the funds as indicated in the schematic budget without any further reference to the Boards.

(*ii*) The Boards could lay down the pattern of financial assistance as also formulate model schemes wherever possible. If any material deviations are to be made by the State Government then alone they need approach the Boards for sanction.

(*iii*) In certain cases the Boards may even specify the size of the programme so as.

(*iv*) To ensure balanced development of the various industries.

(*v*) If these recommendations are accepted the Boards can then concentrate more on the technical aspects of the various industries and be of great service to the State Governments.

4. Industrial Cooperatives

(a) Great emphasis is rightly being laid on industrial cooperation as a desirable business organisation to ensure equitable distribution of returns from industry as also to avoid concentration of power in the hands of a few individuals which may be utilised to the detriment of the persons directly engaged in production. The organisation visualised as a cooperative of all the workers engaged in the endeavour, including the supervisory and managerial staff. There is not enough successful experience in this country or perhaps in any other country to justify this form of cooperative as the best desirable organisation. Some success has, however, been recorded in the field of handloom industry. A good example of that is seen in Madras. Although the individual weavers are the members of the large sized cooperative societies the work that is cooperatively undertaken is mainly in respect of supply of yarn, marketing and other service facilities, production being organised on the basis of the family as the production unit. The worker is thus in effect reduced to a mere wage earner and though theoretically he is a part of the management, the extent to which he really participates in the governing of the society is a matter that needs enquiry.

(b) The brick kiln cooperatives of Uttar Pradesh have been considered a success. But these also in effect are not a real cooperative endeavour but are a case of an industry being run by a cooperative society which acts as its owner. The workers are mere wage earners as in any other industry without having any part to play in its management.

(c) Thus it could be said perhaps without fear of contradiction that where a joint effort has ensured better economic performance, as for example, in supply of raw materials, marketing, technical assistance etc., cooperative organisations have been very effective, but in the field of joint production very little success has been

registered. Requirements for smoothly managing an enterprise are far more than the mere technical skill possessed by artisans. The lack of education and particularly cooperative education coupled with a great disparity between the wages of different categories, namely, the Manager and the worker, are some of the causes for poor performance of industrial cooperatives.

(d) Cooperatives are people's organisation and unless they come up as a result of the express need of the membars, formation of a cooperative society primarily for the sake of getting financial and other assistance from Government would seem to run entirely counter to the concept of Community Development Programme. There seems to be the need for field workers to be cautious in organising cooperative socities for purposes of production, till sufficient experience has been gained in this field.

(e) The other important points which need consideration are :--

(*i*) Strengthening the programme for the training of Secretaries of the Cooperative Societies and members.

(*ii*) To bring about a better coordination between the Industries Department and the Cooperative Departments, an officer of the Industries Department may be nominated ex-officio Joint or Deputy Registrar of Industrial Cooperatives.

5. Credit

(i) Complaints still exist regarding lack of reasonable credit for village artisans and small scale industries producers. Provision has been made by the Central Ministries, the State Governments and the various All India Boards for providing credit to the producers on fairly easy terms. This credit is channelised either through cooperative agency or through Government agency under the State Aid to Industries' Act. The only exception is in the case of All India Khadi and Village Industries Board which provides credit to registered institutions on fairly liberal terms.

(ii) Where the funds are being administered through Cooperative Societies the main difficulty has been on account of the maximum credit limit up to which loans can be granted. This is generally 5 to 10 times of the share capital. Relaxations are being granted on recommendations of the Registrars but not as freely as seems to be necessary The share capital being generally very small in case of

industrial cooperatives, this puts a severe limit on the credit which the Society can have. This difficulty has been got over by the Handloom Board by advancing interest free loans to the societies towards share capital itself. The share capital thus gets increased and enables the society to get a further loan. The Rajgir Seminar recommended that a similar assistance be provided to other industrial coopetative societies as well.

(iii) The Ministry of Commerce and Industry suggested to the State Governments to liberalise their rules regarding the grant of loans under the State Aid to Industries' Act. The suggestion in main was to give loans to individual craftsmen up to Rs. 1,000/- on personal surety and up to Rs. 5,000/- on the surety of two or more persons. The amount of loan was also to be increased to about 75% of the security offered by the loanee. All the States have not yet liberalised the rules to this extent, but if that could be done it would go a long way to ease the situation.

(iv) Even after the rules have been liberalised it is essential to have a simplified procedure to ensure grant of loans in time. This could be achieved through decentralisation of powers to officers at lower levels. At present in most of the States these loans are granted at the State Headquarters. It is for consideration whether the powers to sanction loan up to a specified amount, say, of Rs. 2,000/- could not be given to the District Industries' Officers.

6. Marketing

(i) Marketing is probably the most important aspect deserving the greatest attention for the promotion of Cottage and Small Scale Industries. What can be marketed can be ascertained from what the consumer desires to have or can be made to desire to have. This calls for a systematic study of the present and projected demands of the various types of consumers' goods. An attempt has been made in this direction by the Ministry of Commerce and Industry. Teams have been organised to conduct surveys of individual Industries Outlook which includes the present demand as well as the projected demands at the end of the present Plan Period. In the notes on minimum programme to be undertaken in a block area an attempt has been made to indicate the demands for services and new products likely to arise as a result of the development activities and the increased purchasing power of rural people. If a systematic approach could be made while formulating the minimum

programme marketing would probably present no serious difficulties.

(ii) In addition to producing what the market wants it may also be possible to plan a pattern of consumption. Certain necessities of daily requirement could be produced in an area with a view to achieving self-sufficiency. In other fields a planned approach could be made to create demands for new types of goods. This would entail not merely a production programme but a programme of inducing society to modify its pattern of consumption.

(iii) Even when there is demand for the goods produced we would still require a proper marketing organisation. The All India Khadi Board is proposing to have a chain of Emporia in the country practically one for each district. The Handloom Board provides assistance to Cooperative Societies for setting up their marketing organisations. The National Small Industries Corporation has been sponsored by the Central Government to act as their agents for purchasing the products of small scale industries to meet the needs of the Government. Rajgir Seminar has suggested that there should be at least one depot or emporia for marketing the products of all village industries in each project area. This may be run by a cooperative society with assistance given as in the case of the Handloom Emporia.

(iv) In addition to these Emporia mobile sales units have also been organised by the Small Scale Industries Board. Khadi Board is also proposing to have a similar prorgamme. Great success has been achieved through the mobile vans in the field of handloom industry. Based on the experience of these, a more ambitious programme could be undertaken for the promotion of other industries.

(v) Some of the other important recommendations made by the Rajgir Seminar are :—

(a) Early steps should be taken towards standardisation and quality marking of goods.

(b) Instituting of a market information service.

(c) The products of village industries including coir products sold through Cooperative Societies may be exempted from sales tax and octroi for at least an initial specified period.

7. Training

(A) Training of Craftsmen:

(1) *Assessment of requirement of trained personnel.*

Non-availability of trained artisans for work in the rural areas is a general complaint everywhere. For planning a training programme a realistic assessment of requirements of artisans is required. This is difficult to make in the absence of a well-defined programme for the development of industries. The Rajgir Seminar has made the following recommendations which the Confercnce may consider :—

(i) It does dot appear that any attempt has so far been made in any of the pilot projects to assess the requirements of trained personnel. In view, however, of the pressing nature of the problem of shortage of trained man-power, some method will have to be devised for a fairly quick, even though rough assessment, of the requirements of each State,

(ii) Our needs of trained personnel may be divided roughly into three parts:—

(a) Immediate needs for the next financial year *i. e.* 1957-58.

(b) Needs for the remaining three years of the Second Five Year Plan.

(c) Needs for the third and subsequent plans.

(iii) State development programmes for 1957-58 have either already been finalised or are in the process of being finalised. It is hoped that these schemes have already taken into consideration the availability of trained personnel. In any case, there is little that can be done at this stage to augment the supply of trained personnel for they ear 1957-58.

(iv) The Director General of Resettlement and Employment is conducting surveys in respect of organised industries (employing 10 persons or more) under the Employment Market Scheme and would be able to assess the requirements of organised industry on the basis of such surveys. But though interim data may be available after about a year the survey report is not likely to be completed in less than 18 months *i. e.* before the second half of 1958.

Implementation of these recommendatoins will take some more time and the first fruits of this study may be available only in the final year of the Second Plan. A quicker method will have to be devised to assess our needs for the last three years of the Second Plan. The area surveys in respect of 12 Pilot Projects will be completed by the end of March 1957 and will furnish material regarding the industrial potential of the Pilot Project areas. The State Governments can then determine the Stage of development that can be reached within these areas in the course of the plan period within the limitation of available finances, and work out corresponding requirements of trained personnel.

(v) But in addition to the 12 Pilot Project areas in respect of which manpower requirements can be worked out by the above method there are the manpower requirements of the remaining Pilot Project areas, Community Development Blocks, non-community project areas and private industrial sectors. It is recommended that case studies in different industries may be undertaken by investigation teams to link trained personnel requirements with production targets and financial outlay on the lines of the studies made by the Engineering Personnel Committee. On the basis of such case studies trained personnel requirements can be estimated for the State schemes. For the private sector an estimate of available finance will have to be made on the basis of loans available from various financing agencies like Government and banks and making a generous margin of at least 100% for unorganised sources of finance and unknown demands. Central cell of the Development Commissioner (SSI) may be requested to prepare a suitable questionnaire for the purpose.

Such case studies of some representative unit will have to be made on an All-India basis for speedy results.

(2) *Institutional Training Arrangements* :

The requirements of trained personnel would fall mainly under two categories, namely, training in basic skills and improvement of existing skills. The training in basic or new skills is being imparted at training institutions set up for this purpose. The general weaknesses that have been observed in this respect are :—

(a) *Trainers* : (i) The rapid increase in the demand for the craftsmen is regaining a rapid increase in training institutions, but

there had not been a corresponding increase in the extension of training facilities for the trainers. The old craftsman who is often selected as a trainer is not always capable of transmitting the knowledge effectively to the trainees. The trainer also needs training to make him a good trainer. This aspect needs greater emphasis.

(ii) The artisan or craftsman who does not earn enough because he is not very skilled himself or is too old being readily available is generally chosen as Instructor. The service conditions generally offered are not good enough to attract really good craftsmen.

(iii) In the past, training centres for craftsmen were planned to train persons to work in an organised sector of industry. But what is now needed is to train them for self-employment either as an individual or in groups. This would need a reorientation of the training programme for the trainers themselves to make them competent to handle the type of training now required.

(iv) At present there is only one institution for the training of trainers for the Small Scale Industries at Koni Bilaspur run by the Ministry of Labour. The Khadi and Village Industries Board have their own arrangements for training of trainers in village industries. The Directorate of Training in the Ministry of Labour would be prepared to institute a modified training course for Instructors required for work in the Community Development Blocks and also if necessary expand the existing training facilities at Koni Bilaspur if the requirements could be made known to them. A letter has been addressed to all the State Governments to enquire about the nature, type and number of Instructors that would be required for different trades. On receipt of this information further action will be taken with the Ministry of Labour.

(v) The Rajgir Seminar has further recommended that the State Governments should review the service conditions of the Instructors and bring about such changes as would attract suitable persons.

(b) *Equipment:* (i) Training to be really useful must be of sufficiently high standard. The training centres must give a reasonably good practice to the trainees of actually handling different types of jobs along with imparting of theoretical training. The training centre must, therefore, be properly equipped, which is not always the case. The tools must also be of the improved

kind and design. This matter needs early attention. It would be undesirable to start a training institute which cannot be properly equipped and given the right kind of trainers.

(3) *Status of Training Centres :*

(*a*) When training centres are started on a purely temporary basis it is generally found that they attract poor quality of staff, are not able to equip themselves properly much before their period of sanction is over and are not able to inspire confidence in the trainees much less help them with follow up assistance in settling down in the trade. Training Centres to be really useful have to be started on a long term basis. When a temporary centre has to be started it would be best to make it a branch of a permanent centre so that the staff of the latter can undertake the follow up action and keep in touch with the trainees after they go out of the temporary centre.

(*b*) The Rajgir Seminar has further suggested that there would be a definite advantage in having a few well equipped central training institutions in each State imparting training in various crafts and trades. So long as such institutions are not established the existing training facilities should be coordinated under the supervision of one authority.

(4) *Peripatetic Training Parties :*

(*a*) Mobile demonstration-cum-training parties consisting of skilled craftsmen carrying improved tools in mobile vans have usually suffered from lack of suitable instructors on account of the mobile and temporary nature of their work. No machinery has also been set up to follow up the work done by these parties. Rajgir Seminar has suggested that

(*i*) The mobile parties must operate from some permanent training institutions to which the artisans can refer their problems and which could also undertake follow up operations by maintaining regular contact with the artisans to ensure that the instrutions given by the parties are followed and equipment supplied is installed and worked properly.

(*ii*) The staff appointed for this purpose should be borne on the permanent cadre of the concerned derpartment in order to give them a sense of security.

(5) *Selection of trainees :*

It has been found that an unduly large percentage of persons do not actually take to the profession for which they obtain training. This is due partly to the inadequacy of the training which does not give them the confidence to take up the profession independently, partly due to lack of follow up assistance and partly due to improper selection of candidates. The selection has to be primarily from families traditionally in the trade concerned. Where it is intended to organise a number of trainees afterwards into a producers' cooperative, care has to be taken at the time of their selection that they are a homogenous group and that the idea of cooperation is inculcated in them during the training. Even then considerable follow up action and other inducements will be needed.

(6) *Follow up :*

The training either at an institution or by a peripatetic party at best can only be an initiation into the profession or the introduction to a new technique. It would need a considerable amount of follow up to ensure its complete assimilation by the craftsman. At the same time, however, much effort is made to visualise field conditions and provide solutions thereof during training, still there would always be a gap between what is taught and what problems would be faced in the field. This calls for a continuous contact between the craftsmen and the training centres. Such contacts would be to the mutual advantage of both the craftsmen and the training institutions. The craftsmen would have the advantage of getting solutions to their day to day problems. Training institutions would also have an opportunity to keep their training programme continuously under examination and to modify it to conform to the requirements of the field. Laying down of adequate follow up arrangements is thus a matter which deserves immediate consideration.

(*B*) *Training of Extension Officers* (*Industries*)

(i) Following the recommendation of the last Development Commissioners' Conference an integrated training arrangement has been made for all the Extension Officers extending over a period of one year ; four months of training at the Regional Institutes run by the Small Scale Industries Board followed by a 8 months' training at the Mahavidyalayas run by the Khadi and

Village Industries Board. The training capacity at present is not adequate to meet the projected requirements. In spite of this, full use is not being made by the State Governments of the available capacity. Even at the risk of repitition, it would be worthwhile to impress once again the absolute necessity of forward planning of the requirements of the Extension Officers by the State Governments and of deputing sufficient number of persons for training in the different centres.

(ii) It has also been suggested that the persons to be sent up for training must be recruited at least two months in advance and posted in the blocks. They would thus be able to acquaint themselves with the field conditions and with the nature of their jobs before they are sent for training. The complaints regarding delays in the non-payment of stipends and/or salaries to the trainees continues much to the inconvenience of the trainees and the training institutions. More determined action by the States in this regard is indicated.

(iii) Some cases have also been noticed where the persons after being trained as Extension Officers have either not been appointed at all or have been posted in some other departments. This is undesirable and must be avoided.

(C) Training of District Industries Officers :

On the recommendation of the Ministry of Commerce and Industry action has been taken in most of the States towards the appointment of District Industries Officers. Arrangements are being made by the Ministry of Commerce and Industry to organise a training programme extending over a period of three months for the District Industries Officers who have been freshly recruited or have less than five years experience. This course is likely to start soon at the Regional Institute, Bombay.

APPENDIX D

Draft Outline of the Minimum Programme for Village and Small Scale Industries in Community Development Blocks.

1. The Minimum programme may include the following items which have more or less universal application in all the Blocks:—

A. 1. Blacksmithy including tin smithy
   2. Carpentry
   3. Bricks and Tile making
   4. Leather goods
   5. Tailoring

B. 6. Khadi spinning and weaving including Ambar Charkha.
   7. Ghani oil crushing
   8. Soap
   9. Flaying and anning
   10. Bee keeping
   11. Village Pottery

C. 12. Weaving—Handloom
   13. Handicrafts.

2. The preparation of a programme for each of the above items would involve :—

(i) Ascertaining the number of persons at present engaged in the block in each one of the above industries. (Probably this information will be available in the survey reports. If not, a special rapid survey will have to be conducted for this purpose.)

(ii) Assessing their present condition

(a) Nature of their production and/or type of services handled by them.

(b) Level of technical skill and competence.

(c) Whether engaged fully, part time or seasonally.

(d) Difficulties if any experienced with regard to procurement of raw-materials, marketing, adequate finances and technical guidance.

(e) Any other information relevant to the formulation of the programme.

(iii) Projected demands as a result of development activities in the village in various fields and of increase in the purchasing power resulting in greater demands for consumers goods both in terms of quantities and varieties.

(iv) Based on the projected demands leading to the expansion of the present position of artisans in respect to their numbers and/or their nature of work, a programme to be formulated which may include :—

(a) For the better performance of present functions:

(i) straightening the supply line,

(ii) provision of financial assistance,

(iii) assistance for marketing, and

(iv) technical assistance.

(b) For future work. This may include one or many of the following :—

(i) starting of a training centre for imparting basic skills for introducing fresh people in the trade,

(ii) laying down of a training arrangement for better performance of present functions and to cope with the demand of a new nature arising as a result of development activities,

(iii) starting of a model workshop or common facility centre,

(iv) organisation of the artisans into industrial cooperatives,

(v) assessment of the finances that may be required to undertake the minimum programm

and to approach the various Boards concerned for necessary financial assistance. An attempt is being made to persuade the Small Scale Industries Board, Khadi and Village Industries Board and the Handicrafts Board to make a bulk allocation of funds for each C. D. Block.

3. In what follows an attempt has been made to illustrate the nature of work in the various industries mentioned above and the likely increase as a result of development. The items are purely illustrative and by no means exhaustive.

1. Blacksmithy including tin smithy :

The actual work at present handled by the blacksmiths in different parts of the country is directly related to the level of development in the area, which differs very widely from State to State *e.g.* a Blacksmith in Punjab handles today activities of a higher technical nature than handled by his counterpart in areas of Assam or Orissa. These activities be enumerated as follows :—

(i) *Service activities*:

(a) Repairs of agricultural implements.

(b) Repairs of Persian Wheels and other water lifting devices.

(c) Servicing of bullock carts—repairs to tyres, wheel axle etc.

(d) Servicing of bullock driven flour mills.

(e) Dressing of stones of chakkies.

(f) Fixing of horse and bullock shoes.

(g) Repairs to household utensils including tinning.

(ii) *Production*:

(a) Manufacture of small agricultural tools and implements like shovels, spades etc.

(b) Persian Wheels, Buckets, Troughs etc.

(c) Fire Tongs, Angithies, cooking plates etc.

(d) Iron Mongry for building construction like door chains. Hasp and Staples etc.

(e) Buckets and small containers for food-stuffs etc.

(f) Cart wheel tyres and axles and Bushes.

(iii) In future additional work would be thrown up in the field of blacksmithy demanding both increase in numbers of blacksmiths employed as also their quality on account of:

(a) introduction of improved methods of farming,

(b) water lifting devices,

(c) increased housing and other construction activities, and

(d) improvement in the means of transportation.

(iv) In future the village blacksmiths will be engaged more and more in maintenance, repairs and servicing rather than on production of articles as the latter would get concentrated in small industrial units. The nature of duties which the Blacksmiths would be expected to handle are :—

(a) Welding—pumps, tractor parts etc.

(b) Grinding of Blades for chaff cutters, spades, shovels etc.

(c) General maintenance of chaff cutters, cane crushers, pumps, sprayers etc.

(d) Repairs of cycles and minor repairs of agricultural implements.

(e) Maintenance and minor repairs of public health equipment like wheel harrows, sprinklers etc.

(f) Manufacture of sheet metal goods like trunks, road side lamps, small wick lamps, chimnies for smokeless chullahs etc.

(g) Maintenance and repairs of improved oil ghanis.

(h) Replacement of ball bearings in improved atta chakkies and oil ghanis.

(i) Replacement of simple parts of Ambar Charkha

(j) Manufacture of improved tools for village tanners and flay

2. Carpentry :

The present work of the carpenters includes:—

(*a*) *Service items*:

(i) Repairs to wooden parts of ploughs, harrows, drills etc.

(ii) Repairs to Scrapers, Levelling planks, persian wheels, Cane Crushers etc.

(iii) Repairs to household furniture.

(iv) Repairs to traditional charkhas.

(v) Repairs to bullock carts.

(vi) Fixing and replacement of wood work and iron mongry for village housing.

(*b*) *Production :*

(i) Indigenous ploughs, wooden parts of Yokes etc.

(ii) Charpoys.

(iii) Cart and Cart wheels.

(iv) Traditional Charkhas.

(v) Traditional Oil Ghanis.

(vi) Joinery for houses, including beams and rafters for roofing.

(vii) Moulds for bricks, tiles etc.

(viii) Improved tools for village tanners.

(ix) Improved knowledge of seasoning and treatment of timber for preservation.

(c) Additional demands in future would arise in the following directions: —

(1) *Production :—*

(i) Improved oil ghanis.

(ii) Household furniture like tables, chairs, almirahs, boxes etc.

(iii) Furniture for schools, hospitals, panchayatghars, Community Centres etc.

(iv) Wooden slates for schools.

(v) Beehives.

(vi) Handlooms and accessories.

(2) *Service items:—*

(i) Repairs to Ambar Charkha & Handlooms.

(ii) Repairs to improved Ghani.

(iii) Caning of chairs.

(iv) Polishing of furniture.

(v) Varnishing and painting of joinery.

3. Bricks and Tile making

There will be an ever increasing demand for the manufacture of bricks and tiles as a result of :

(a) increased housing activities,

(b) introduction of latrines,

(c) construction of sanitary wells,

(d) pavement of village streets and drains,

(e) bunds for irrigation tanks and irrigation channels, and

(f) increased activities for community buildings like schools, health centres, panchayatghars, recreation centres etc.

In addition to the increase in the number of persons engaged in the manufacture of bricks it would be necessary to impart knowledge regarding the use of better moulds for making bricks, improved designs of brick kilns to ensure economic use of fuel and uniformity in the quality of brick manufacture. Techniques for making of tiles for roofing material will also need be introduced.

4. Leather Goods

The major item of production in the field of leather goods in the villages has been and shall continue to be footwear. The amphasis is gradually shifting from country type to western type of footwear. With the increase in the purchasing power the consumption of footwear will go on increasing. The other items of work would include making of buckets for lifting water from wells, repairs to leather articles like holdalls, suit cases, leather bags etc. In general there would be a need for emphasising

(a) the use of better implements,

(b) introduction of new designs,

(c) use of lasts,

(d) importance of using tanned leather, and

(e) better finishing,

5. Tailoring

In quite a large part of the country people still put on unstitched clothes to cover their bodies *e. g.* Dhoti for men and Sari for women. The habit of wearing stitched cloth is fast getting into the villages. The types of the stitched clothes being worn in the villages are also rapidly changing, *e. g.* where people were putting on Pajamas and Kurtas, now they are going in for pants, bush coats etc. with the increase in the consumption of cloth the amount of tailoring activities is also bound to increase.

Emphasis may be laid mostly on training the village women to stitch their family garments. In additions some village tailors would also need training in stitching and cutting of new types of garments,

6. Khadi Spinning and Weaving including Ambar Charkha

The consumption of cloth by the end of the Second Five Year Plan is expected to increase by about 25% over the consumption at the end of the First Five Year Plan and a substantial portion of requirements of yarn for the increased production of cloth is expected to come from spinning on traditional charkha and more so from the Ambar Charkha Programme. Whereas the target for the country for cloth consumption would be about 18 yards per capita by 1961 the consumption in the villages is likely to be far less than the national average. It may be possible to plan for a certain percentage of this requirement to be met by the production in the area itself. This may give a basis for the size of Ambar Charkha and spinning activity that could be undertaken in the block area. The activities may include :—

(1) *Production of Khadi for Self-sufficiency*: Under this scheme of self-production for self-consumption if a family spins yarn and gets it woven, 75 per cent of the weaving charges or annas five per Sq. yard whichever is less is paid by the Board.

(2) *Regional Self-sufficiency* :— A Pilot attempt has been made by the Board in their intensive development areas to take up a programme of regional self-sufficiency for clothing requirements. Based on the experience of the Board similar programmes could be launched in other areas.

(3) *Commercial Khadi*:— This would mean production of khadi for sale. Considerable financial assistance both loans and

grants are being given by the Board for this purpose. Activities under the khadi programme would include:—

(a) Training of persons on Ambar Charkha.

(b) Formation of cooperative societies by the spinners trained on Ambar Charkha.

(c) Formation of cooperative societies of traditional spinners.

(d) Linking up of the production of individual spinners and the cooperative societies with the marketing organisations of the State and the All India Boards.

7. Oil Industry

Many successful attempts have been made in recent years to improve the traditional ghani. The improved oil ghani now, apart from resulting in better extraction of oil from seeds, is easy in operation requiring a lesser draught and easy maintenance and replacement of parts. Considerable assistance is being provided by the Khadi and Village Industries Board to induce the village oilmen to convert the traditional ghani to an improved ghani, if possible, or to take to a new ghani altogether.

There is a normal increase in the consumption of edible oils. Per capita consumption of oils and fats is expected to increase from 11.5 lbs in 1956 to 13. 5 lbs. in 1961. People are also getting more and more convinced about the utility of the ghani oil, particularly if its purity could be ensured. Promoting the use of ghani oil locally would also act as a deterent against adulteration. In addition there are varieties of seeds available for extraction of non-edible oils *e. g.* neem which could be undertaken on an extensive scale. There is an increasing demand for non-edible oils for manufacture of soap, the demand for which is increasing at a very rapid rate in the rural areas.

The activity in this industry may include :—

(a) Demonstration of the improved ghani.

(b) Conversion of old ghanis into improved types or introduction of new types.

(c) Organisation of village oilmen into cooperative societies.

(d) Organising financial assistance to these oilmen to enable them to stock seeds in adequate measure.

(e) Assistance in the marketing of oil.

(f) Demonstration in the use of non-edible oils.

8. Soap

At present the consumption of soap in India is said to be the lowest of all the advanced countries of the world. Villagers are now using soap in greater quantity as a result of development activities in the field of health and sanitation. Increased use of cloth would also result in greater use of soap. Manufacture of soap with non-edible oils would thus provide a good opportunity for introduction in each Block.

9. Hide Flaying and Tanning

The potential wealth in dead animals is not being fully utilised in most parts of the country. Apart from the use of the skin and hides and bones in certain areas very little use is being made of other constituents of the carcass like fat, sinews, horns, hoofs etc. Even the hides and skins are not being properly stripped with the result that they fetch a very poor price. Proper utilisation of carcass is, therefore, a very useful activity in every block. This would include:

(a) improved method of flaying,

(b) utilisation of flesh fo rmanurial purposes,

(c) extraction of tallow,

(d) utilisation of intestines for manufacture of guts,

(e) making of bonemeal and bonecrush, and

(f) use of horns and hoofs,

Most of the shoes that are prepared in the villages today are either from untanned or from very poorly tanned leather. There is great scope practically everywhere to improve the technique of village tanning either by adoption of the process of bag tanning or pit tanning There is also need for introduction of finishing operations in village tanning as also in proper methods of drying and the tanned hides and skins.

10. Bee-keeping :—

Bee-keeping has not been practiced very extensively in all parts except in hilly areas of India. It is, however, claimed that bee-keeping can be practiced practically everywhere where some flora is available. It is also said that the practice of bee-keeping in agricultural produce. Bee-keeping as a subsidiary occupation should be widely encouraged. Individual households could also maintain a few hives for self-consumption of honey. The Estimates Committee has emphasised the usefulness of taking up this industry on a very wide scale.

11. Village Pottery

Apart from the manufacture of bricks and tiles which have been dealt with separately in this note, the village potters have been more or less engaged in the past on making earthen utensils, crude toys, hookas, oil cup lamps etc. The use of these items is progressively getting reduced calling for the need for rehabilitating the village potter by enabling him to cater to the new demands. This would include :—

(a) introducing new designs for utensils, toys etc,

(b) use of moulds,

(c) better methods for preparation of clay,

(d) better firing arrangements,

(e) better finishing of goods including glazing and lacquering.

In addition to these improvements there are other items the production of which could also be undertaken *e. g.*, smokeless chullahs and their chimneys Drain pipes, water seals for pit latrines, water filters etc.

12. Weaving-Handloom

The programme of handloom weaving may be classified under two categories (i) weaving with mill yarn and (ii) weaving with hand spun or Ambar Yarn. During the Second Five Year Plan it has been estimated that out of an estimated additional production of 1,700 million yards of cloth the output from handlooms with mill yarn would amount to about 700 million yards and 300 million yards from Ambar Yarn. The additional production of handloom from mill yarn would be the result of increased production on the

existing handlooms only and will, therefore, be confined to such areas alone where handlooms exist at present. A suitable programme for these areas, therefore, could easily be drawn up based on the policies and the pattern of financial and technical assistance laid down by the All India Handloom Board.

The programme of Ambar Charkha is yet to get into full swing. The experience of this year's working has indicated that the target could be achieved and the policy in this direction is to spread the Ambar Charkha programme all over the country. It would, therefore, be advisable to prepare a programme for the weaving of cloth from Ambar Yarn in each block where spinning from Ambar Charkha is being undertaken. The programme would include :—

(a) Training of existing handloom weavers in the use of Ambar Yarn.

(b) Improvement in the technique of production, namely, replacing throw shuttle loom by fly shuttle loom, introduction of take up motion attachment, use of healds, reeds, jacquards, dobbies, warping drums etc.

(c) Common facility centres like dyeing, printing, finishing etc.

(d) Organisation of the weavers into cooperative societies and providing assistance in regard to the finances, procurement of raw-materials and marketing.

Similar programmes with suitable modifications will have to be framed for areas having wool or silk for weaving.

13. Handicrafts

Handicrafts are essentially products of artistic skill such as ivory goods, brocades, himroos, zariwork, filigree, bidri, wood carvings, stone carvings, musical instruments etc. But besides these artistic goods of superb craftsmanship, there are others of simpler and cheaper kind needed by villagers, which satisfy their simple and unsophisticated aesthetic sense and beautify their houses, such as "muddas", cane and bamboo products of domestic use, grass mats, ashans (seats) and other utility and artistic goods of palmyra leaves and grass, beautiful clay toys, or wooden toys, stuffed toys for the children, hand printed fabrics, glazed earthen goods and a host of allied things. Even where the traditional skill is absent, the demand

may exist, but is difficult of fulfilment. Often there is abundant supply of raw-materials going waste in the rural areas for want of proper utilisation through handicrafts. Development of such handicrafts will create additional employment whether part time or whole time without much capital investment.

The Karve Committee in their report have stated "it is possible to pick out a few of the handicrafts which come very near to satisfying the description of consumer goods in common demand, for example, textile prints, toys, metal ware etc. We think development schemes relating to these goods should receive special encouragement".

It is, therefore, quite in the fitness of things, to take up a minimum programme for development of handicrafts in the community development blocks where due to the impact of the intensive production drive particularly on the agricultural side and also due to other all out drive for general socio-economic development including education, social welfare, sanitation, housing, there is distinct increase in the purchasing capacity and improvement in the mode and standard of living of the people, so that we can meet their new demands or satisfy their felt wants.

A programme for handicrafts could include one or more of the following types of crafts:—

(1) Hand printing of cloth.

(2) Cane and bamboo articles.

(3) Mudda making.

(4) Grass mats, ashans etc.

(5) Utility and artistic goods from locally available grass, leaves and fibres (except coir).

(6) Toys and dolls—may be of clay, wood, cloth but non-mechanised.

(7) Glazed pottery and earthenware.

(8) Embroidery and knitting work.

The schemes to be taken up may be either of development nature or commercial nature according to the local conditions, availability of artisans etc. Where traditional artisans are available, it may be of commercial nature and the artisans organised into a cooperative with necessary financial, technical and marketing

assistance. Where there are no skilled artisans, it may generally be of the nature of a training scheme with clear follow up measure *i. e.* a programme for commercial production on cooperative basis after the training period is over.

APPENDIX I

Programme of Village and Small Scale Industries in the Second Five Year Plan

(Figures in Crores of Rupees).

I. Financial Allocations :

(a) *Small Scale Industries :*		
State Plans as per statement attached.	35.00	
Industrial Estates in State Plans.	10.00	
Central Govt. Schemes.	10.00	55.00
(Central Govt. Schemes include Service Institutes 4 crores, Hire Purchase of machinery 3 crores & Marketing 3 crores).		
(b) *Khadi and Village Industries :*		
Village Industries in State Plans as per Statement.	36.04	
Khadi (not allocated statewise	15.49	
Central Govt. Schemes	4 00	55.50
(c) *Handloom :*		
State Plans Cotton Weaving	32.00	
Silk Weaving	1.50	
Wool Weaving	2.00	
Unallocated	18.16	
Power Looms	4.34	
	58.00	
Central Govt. Schemes	1.50	59.50
(d) *Handicrafts :*		
State Plans as per allocation	6.00	
Central Govt. Schemes	3.00	9.00
(Central Schemes include Pilot Projects, Exhibitions etc.)		

(e) *Coir :*

State Plans	0.70	
Central Govt. Schemes	0.30	1.00

(Central Govt. Schemes include Central Research Institute Model Coir Factory & Sales Depots)

(f) *Sericulture :*

State plans as per allocation	4.00	
Central Govt. Schemes	0.20	
Unallocated	0.80	5.00
	C/o	185.00

(g) *General Schemes :*

State Plans as per allocation.	9.00	
Central Govt. Schemes	6.00	15.00
	Total	200.00

Out of this total provision of Rs. 200 crores the investment outlay is estimated at Rs. 120 Crores and the current outlay at Rs. 80 Crores.

II. In addition to the provision of Rs. 200 crores made in the Plan in the Ministry of Commerce and Industry and Ministry of Production for the Village and Small Scale Industries, there is a provision of Rs. 50,000 in each of the Community Development Blocks. These Rs, 50,000/- be spent for

(a) industries which are not included in the programmes of any of the All India Boards,

(b) for paying stipends and travelling expenses to trainees,

(c) grants for technical and artisans training institutes,

(d) grants to industrial cooperatives to meet the expenses on account of employing technical and managerial staff for the first three years.

III. (a) In the schematic budget for the special multipurpose projects for tribal and schedules areas there is a provision of Rs. 2 lakhs per block for development of rural arts and crafts to be shared by the Ministry of Community Development and the Ministy of Home Affairs.

(b) The Central Social Welfare Board has also made a provision for appointment of 5 Craft Assistants for every Welfare Extension Project covering 25 villages. In addition to this a very small grant is also given in each Welfare Project towards training of women in crafts.

IV. There is also a provision in the Plan for schemes to relieve educated unemployment. The total provision is Rs. 5 crores to be distributed between the Ministry of Labour, Ministry of Commerce and Industry. So far only Rs. 40 lakhs have been allocated by the Ministry of Commerce and Industry for Pilot Workshops. The major part of this entire provision of Rs. 5 crores is expected to be spent in the towns.

V. **State-Wise Allocation for Various Industries :**

(a) Apart from money allocations between the various States no allocations industrywise have been made in the Plan so far as the programmes of Small Scale Industries are concerned. The schemes are received by the Ministry of Commerce and Industry from the State Governments and approved on their own merits within the total financial allocations.

(b) Regarding the various Village Industries the Karve Committee has indicated the financial allocation for various industries to be made in the individual State Plans. This is not being strictly adhered to but the Board has more or less kept this as their guide.

(c) The Handloom allocations are based on actual number of handlooms in any particular State.

VI. **Estimated Employment :**

(a) Out of a total additional employment of 80 lakhs expected to be generated during the Second Five Year Plan employment which would come out of the Cottage and Small Scale Industries Programme has been estimated to be at 4.5 lakhs. Karve Committee have tried to relate the programme of the various Boards with the employments that they are likely to generate. They are as follows :—

	Whole time (Lakhs)	Part time (Lakhs)	Fuller (Lakhs)
1. Weaving (Cotton)	—	—	25.00
2. „ (Silk)	—	—	2.50
3. „ (wool)	—	—	1.00
4. Spinning Khadi (wool)	—	0.30	—
5. „ „ (Cotton)	—	2.50	—
6. Handpounding	—	10.00	—
7. Vegetable Oil Ghani	—	—	2.00
8. Leather Foot Wear	—	—	0.38
9. Gur & Khandsari	—	—	—
10. Cottage Match	0.10	1.00	—
11. Village Industries	1.40	—	—
12. Small Scale Industries	1.60	—	—
13. Handicraft	0.36	—	—
14. Sericulture	0.60	—	—
15. Coir	0.25	—	—
16. General Schemes	0.15	—	—

(b) In the above statement it is indicated that the Small Scale Industries Programme would only provide some whole time employment. No indication has been given as to the fuller employment which it is likely to generate. In actual practice quite a substantial part of the assistance under the Small Scale Industries Programme is being given for improving the techniques of the existing

artisans and providing them technical and financial assistance.

(N. B. As on September 30, 1956 the number of additional persons reported to have found employment in the Community Projects and N. E. S. areas through rural arts and crafts since 1st April 1956 is 90,000 full time and 1,17,000 part time.)

VII. Based on the above figures the average investment required to employ fully one person works out to

(a) Village Industries	Rs.	800/-
(b) Small Scale Industries	Rs.	3,000/-
(c) Handicrafts.	Rs.	3,000/-

APPENDIX II

Pattern of Financial Assistance

In this annexure mention has been made of such items of financial assistance only which are applicable for the minimum programme suggested in the main note.

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1. Small Scale Industries :

(a) Blacksmithy

(b) Carpentary

(c) Leather Goods

(i) The entire assistance is in the form of loans.

(ii) The loan amount is normally shared between the Government of India and the State Government in the ratio of 2:1, (This was, however, relaxed during 56-57).

(iii) The loans are given by the Government of India to State Government at 4%. Difference between this rate and the rate at which they are to be given to the third party is paid by the Government of India as a direct subsidy to the State Government.

(iv) Loans are given to individual craftsmen on personal surety up to a ceiling of Rs. 1,000/- and upto Rs. 5,000/-, on personal surety of at least one more person.

(v) Loans to the extent of 75% of security could be given up to a ceiling of Rs. 1 lakh for individual entrepreneurs or registered industrial concern. The ceiling for industrial cooperatives is Rs. 2 lakhs.

(vi) The rate of interest for these loans is Rs. 2½ per cent upto a loan of Rs. 50,000 ; for higher loans the rate of interest is 3%.

(vii) Machines are provided on hire-purchase by National Small Industries Corporation. 10% of the cost of the

machine is to be paid with the application and another 10% on taking delivery of the machine. The remaining amount is to be paid in 6 to 8 manual instalments. The rate of interest is 4½% for a machine costing Rs. 15, 000/- and 6% for others. No rate of interest is charged for sewing machines.

(viii) It has been recommended by the Ministry of Commerce and Industry to the State Governments to reduce the rate of electricity for the small scale industries to -/1/6 per unit.

2. **Khadi and Village Industries :**

(i) Assistance is given by the All India or State Khadi & Village Industries Boards to registered institutions and cooperative societies only.

(ii) The amounts indicated below are based on the programmes of the Board for 1956-57. Next year's programme and the pattern of financial assistance is yet to be finalised.

(iii) The loan assistance provided by the Board is interest free in the case of Khadi. For Village Industries no interest is charged for the first year ; for the subsequent years the rate of interest is 3%. The loans for working capital are repayable in three years and for equipment and other non-recurring expenditure in five years.

Khadi :

The following assistance is given to institutions registered under the Societies' Registration Act (of 1860) and certified by the Certification Committee of the Board :—

(i) Subsidy on approved equipment	50%
ii) (a) Subsidy to the institution for production..........................	@ -/-/6 per rupee on khadi produced.

(b) Subsidy to institutions for sales................................	@ -/-/6 per rupee of khadi sold.
(iii) Subsidy to the consumer on sales	@ -/3/-/ per rupee of khadi purchased.
(iv) Subsidy up to 75% on weaving charges to institutions engaged on production of khadi for self-consumption but not exceeding -/5/- per sq. yard of khadi woven.	
(v) Loan assistance for stocking cotton and other purposes—amount fixed in individual cases.	
(vi) Grant to institutions for trainning spinners at Rs. 11/- per spinner trained.	
(vii) Grant assistance for rehabilitation of weavers in areas having spinning programme but no weavers.	Rs. 500/- per weaver under several heads.
(viii) Grant assistance for holding exhibitions on merit.	
(ix) Grant assistance for starting Sales Bhandars.	

Amber Charkha:

(i) For training of Amber spinners @ Rs. 15/- per month per trainee as training expenses for three months including the pay of the Instructor @ 1 for 10 spinners.	
(ii) Stipends to the trainees for the entire training period of three months.	Rs. 20/-

(The programme for 1956-57 was for 300 Parisharamalayas, each Parisharamalaya having 50 Amber sets to train 100 spinners at a time.)

(iii) Grant for Amber spinning

(a) 50% of the cost of the Amber Charkha as loan and remaining 50% to be treated as subsidy after the spinner has paid the loan amount and subject to the condition that he maintains a certain production.

(b) Loans towards working capital at not more than Rs. 100/- per Charkha (The 1956-57 programme was for introduction of about 75,000 Charkhas. Next year it may be not more than 1.5 lakhs).

(iv) Grant for starting Vidyalayas for training Instructors and carpanters—Stipends to Instructor trainees @ 30/- per month for 6 months and to carpanters @ 75/- per month for three months. Training expenses @ 25/- p. m. per trainee.

(v) Loans for running workshops for manufacture of Amber Charkhas @ 50% of the cost of Amber sets or Rs. 60/- per set whichever is less.

3. Ghani Oil Crushing :

(i) Subsidy for Wardha type Ghani subject to a maximum of Rs. 150/- per ghani. 50%

(The programme for 1956-57 was for introducing 4000 new Ghanis).

(ii) Production subsidy to cooperatives at Rs. 2/8/- per mond of oil extracted.

(iii) Assistance for running of model centres

(a) Grant for construction of shed	Rs. 5,000/- or 50% of the cost.
(b) Grants towards staff and contingencies.	Rs. 4,000/-
(c) Loans towards working capital	Rs. 2,000/-
	Rs. 11,000/-

(The programme for 1956-57 was for 25 such centres).

(d) Loan for stocking oil seeds @ Rs. 500/- per ghani.

(Provision during 1956-57 was for Rs. 20 lakhs).

(e) Demonstration Centres were organised during 1956-57 through assistance from the Indian Oil Seeds Committee. For this purpose the grant was given by the Committee at Rs. 5,000/- for each of the 150 centres. No more demonstration centres are proposed to be started during the next year by the Indian Oil Seeds Committee.

4. **Soap with Non-Edible Oils :**

For each C type unit *i. e.* with production capacity of

Loans	Rs. 10,250/-
Grant	Rs. 6,150/-
Total	Rs. 16,400/-

(120 such units were sanctioned during 1956-57).

5. Flaying and Tanning :

Flaying Centres :

The subsidy to meet half the capital outlay and the first year's recurring expenditure.	Rs,	3,000/-
Loans for the remaining half of capital outlay and recurring expenditure for first year.	Rs.	3,000/-
Grant towards working capital	Rs.	720/-
	Rs.	6,720/-

(Centres sanctioned in 1956-57—150)

Model Tanneries :

Subsidy at 75% of capital expenditure	Rs.	7,500/-
Loan for remaining 25% of capital expenditure	Rs.	2,500/-
Loan towards working capital	Rs.	7,000/-
	Rs.	17,000/-

(Model tanneries sanctioned during 56-57—30).

6. Bee Keeping :

Sub-stations either run by the Board or institutions :—

(1) Grants towards rent of the building, contingency and equipment.	Rs.	310/-
(2) Grant towards salary of a field man	Rs.	880/-
(3) Subsidy on the sale of beehives upto 50% of the cost of Rs. 10/- whichever is less—100 hives per sub-station.	Rs.	1,000/-
Total :	Rs.	2,190/-

(No. of new sub-stations for 1956-57—100).

(4) Assistance to schools opening classes for bee-keeping for purchase of equipment etc.@ Rs. 500/- per school.

(No. of schools assisted during 1956-57 was 50.)

7. Village Pottery :

(1) Grant for the organisation of demonstration squads. Rs. 5,000/-

(Nos. sanctioned during 56-57 was 5)

(2) Grant for starting a model production centre. Rs. 7.900/-

(3) Assistance to potters for purchase of improved equipment as approved by the Board 50% as loan and 50% as grant.

8. Handloom :

The entire assistance from the Cess fund administered by the All India Handloom Board is channelised through Cooperative Societies of Handloom Weavers.

A. *Loan Assistance :*

(i) *Torwards Share Capital :*

(a) 100% of the share value for weavers joining existing societies

(b) 87½% of the share value where the value of the share is more than 20 and 75 % when it is less than Rs. 20/- for weavers joining new societies.

(ii) *Working Capital to :*

(a) Primary assisstance for production at Rs. 300/- per cotton loom

Rs. 500/- per silk loom
Rs. 300/- per art silk wool loom.

(b) Apex societies for marketing—ten times their paid-up capital plus reserve fund plus building fund less accummulated loss.

B. *Grant Assistance :*

(a) Rebate up to As. 1½ on whole-sale and retail sales through Government or cooperative sales depots.

(b) Marketing Schemes

Sales depots within a State	4,000 for the first year.

A sale depot is sanctioned for every 500 looms within a co-operative fold.

(c) Loom Accessories

(a) Conversion into frame loom	Rs. 218/-
(b) Warping frames	Rs. 20/-
(c) Warping machines	Rs. 500/-
(d) Warping drums	75% of the cost
(e) Semi automatic/pedal looms	100%
(f) Jacquards (50% grant & 50% loan).	Rs. 300/-
(g) Slays and reeds	100%

C. *Housing Colonies for Weavers :*

For construction of new houses

(a) 66⅔% loan and 33⅓% grant subject to a ceiling of	Rs. 3,600/- per house
(b) Anciliary facilities	100% loan

(c) Repairs and renovation of houses $66\frac{2}{3}$% loan and $33\frac{1}{3}$% grant upto a ceiling of — Rs. 1,000/- per house.

9. Handicrafts :

Development Schemes :

Grant towards the cost of non-recurring (excluding cost of land and building) and recurring expenditure	100%
Assistance regarding cost of land and buildings.	on merits.

10. Commercial Schemes :

Grant towards non-recurring expenditure (excluding land and building) and recurring expenditure	50%
Loan assistance for working capital	Amount depending on individual schemes.
Assistance towards land and building	on merits.

Industrial Cooperatives :

(a) 75% of the share capital as a two year loan. 75% of the working capital as a ten year loan.

(b) 50% grant to States towards recurring expenditure for special supervisory cooperative staff for three years.

The loans as indicated above are given by the Central Government at 4% to the States to be given to the industrial cooperatives at $2\frac{1}{2}$%; the difference to be borne by the Central Government as direct subsidy to the States.

MODEL SCHEMES

1. Model Village Blacksmithy :

(1) Land and workshop shed 304 Sft. @ 6/- Sft.	Rs.	2,304/-
(2) Blocked capital in equipments for smithy alone.	Rs.	2,000/-
(3) Working capital assuming on average requirements of 15/20 cwt. of M.S. raw material and 50 Mds. of coal per month for 3 months @ Rs. 800/- p.m.	Rs.	2,400/-
(4) Miscellaneous including electric wiring and erections.	Rs.	796/-
	Rs.	7,500/-

2. Model Village Carpentry :

(1) Small Band Saw or Circular Saw with ½ H.P. Motor.	Rs.	850/-
(2) Craftsman thickness planner with ¾ H.P. Motor.	Rs.	850/-
(3) Combined Mortiser and Drill with ¼ H. P. Motor complete with Bench stand.	Rs.	550/-
(4) Wood Turning Lathe with 1/3 H.P. Motor with spares.	Rs.	600/-
(5) Bench Grinder with 1/3 H.P.	Rs.	250/-
(6) Work table with carpenter's vice and clamp.	Rs.	200/-
(7) Complete set of improved hand tools (set of hand saws, planes, routers, chisels, scrapers, oil stones, boring tools, marking out and testing tools, nailing screwing, sawing and plaining appliances.)	Rs.	350/-
Total	Rs.	3,650/-
Miscellaneous expenses including wiring etc.	Rs.	350/-
Grand Total	Rs.	4,000/-

Summary of the Points for Consideration of the Conference

1. Programme—planning :

(a) Pilot projects—problems for which solutions should be attempted through them.

(b) Area development surveys—consideration of the first set of reports with a view.

(i) To ascertain the extent to which they would be helpful in formulating an integrated programme.

(ii) to provide guide lines to the approach for other development blocks.

(c) Minimum programme for each development block.

(d) Industrial Estates.

(i) Slow progress of Small Industrial Estates.

(ii) Setting up of Smaller Industrial Estates.

(e) Rural-cum-urban townships—positive approach to promote development of block headquarters as centers for industrial developments.

2. Programme—Execution :

(a) Industrial Extension Service for Village Industries and Handicrafts.

(b) State Industries Department—

(i) Training newly appointed District Industries Officers.

(ii) Training in Business Management for experienced District Industries Officers and Joint/Deputy Director of Industries.

(iii) Officers of Industries Department drawn from other Departments to remain in the Department at least for 5 years.

(iv) Declaration of a policy that posts of Extension Officers (Industries) should be progressively filled in by Diplomates in Engineering and suitable training facilities extended so as to ensure this fully after a stipulated period.

(c) Administrative Coordination—

(i) Working of the State Action Committees.

(ii) Coordination between the Directors of Industries and the Development Commissioners Organisation.

(d) Finances for the industries programme formulation of a schematic budget for industrial programme in each Block ; Boards to lay down patterns of financial assistance, suggest model schemes, specify size of programme for any individual industries wherever necessary, and authorise state governments to sanction schemes without reference to any of the Boards except in cases of any material deviations.

3. **Industrial Cooperatives :**

(a) Merits or demerits of Cooperative Societies for purposes of joint production and for common services.

(b) Strengthening the programme for training of secretaries of cooperative societies and members.

(c) An officer of the Industries department to be nominated ex-officio Joint/Deputy Registrar of Cooperative Societies.

4. **Credit :**

(a) Provision of interest free loans for all industrial cooperatives towards share capital as in the case of Handloom Board.

(b) Liberalisation of the rules for grant of loans under the State Aid to Industries Act.

(c) Delegation of powers to the District Industries Officers for disbursement of loans.

5. **Marketing :**

(a) Planning a pettern of consumption and inducing the Society towards its adoption and thus create a market for consumers goods.

(b) Setting up of one depot or emporia for marketing of all village industries products in each project area.

(c) Organisation of mobile sales units.

(d) Standardisation and quality marking of goods.

(e) To institute a market Information Service.

(f) Exemption of village industries products sold through Cooperative Societies from sales tax and octroi.

6. Training :

(a) Assessment of the requirements of trained personnel.

(b) Arrangements for the training of Craft Instructors.

(c) Provision of better equipment in the Training Centres.

(d) Settting up of permanent training centres rather than opening temporary ones.

(e) Peripatetic training parties to operate from permanent training centres to ensure a regular follow up programme

(f) Staff of peripatetic training parties to be borne on the permanent cadre of the concerned Department.

(g) Proper selection of trainees to ensure their organisation into a cooperative society after training.

(h) Arrangements for following up the initial training to enable the artisans to settle down in the profession.

(i) Training of Extension Officers—utilisation of the full training capacity ; timely payment of stipends and/or salaries. Posting of the officers in the Blocks after training.

(j) Training of District Industries Officers.

MAIN RECOMMENDATIONS AND CONCLUSIONS

1. Pilot Projects (Cottage & Small Scale Industries)

The Conference considered the problems for which solutions could be attempted through the working of pilot projects and recommended the problems listed in Annexure I for this purpose.

2. Minimum Programme

Taking into consideration the meagre resources available, it was considered that it would not be possible to have a minimum programme of any appreciable size in each block. The block staff should, however, undertake the preparation of a programme in

the manner indicated in Annexure A of the Agenda Notes for such of the 13 industries specified as have some scope for development in each block. In order to enable them to take up this work satisfactorily it was essential to have some provision for cottage and small industries in the programme of work for the NES stage. It was, therefore, suggested that an amount of Rs. 10,000/-might be earmarked for this purpose out of the NES budget. It was also recommended that there should be no restriction on the spending of the amount earmarked for Rural Arts, Crafts and Industries in the CD block budget. There is at present a directive that this money should be used only for such industries as are not provided for by the various All-India Boards. In view of the fact that the finances available with the All-India Boards are not adequate to cover all the blocks, it is necessary that discretion should be left with the block staff to use the provision for Rural Arts, Crafts and Industries, on any industry.

3. Industrial Estates:

The Conference generally approved the proposals in the Agenda Note regarding Industrial Estates. It was suggested that type plans for the sheds in Industrial Estates should be finalised in consultation with the occupants/applicants. It has been found from experience that the majority of applicants for occupation of sheds in Industrial Estates are those already engaged in some industry. Therefore, there are more chances of full utilisation of new industrial estates if they are started in places where some small industries already exist. There may be exceptions to this as in the case of new townships being developed near the major multi-purpose projects or new heavy industries.

4. Rural-cum-Urban Townships:

The Conference endorsed the views in the notes on the subject of Rural-cum-Urban Townships.

5. Industrial Extension Service :

The Conference was of the view that it was not appropriate to set up a Research and Extension Agency in the field of village Industries and Handicrafts on the lines of the Small Industries. It should, however, be possible to channelise research in village industries through one or the other of the Research Instiutions at

present functioning under the auspices of the Khadi and Village Industries' Commission. The results of the research can be extended to the artisans through:—

(a) State Khadi & Village Industries' Boards, where they exist and their staff and organisers and

(b) the Departments of State Governments dealing with cottage industries and their field staff.

In the Community Development Blocks the Extension Officers (Industries) could be with advantage made use of for this purpose. The problems arising out of field work could be passed on to the Central Research Institution of the Khadi and Village Industries Commission to be dealt with in the appropriate institution under its control.

The Conference also recommended that steps should be taken to coordinate the grant of loans to artisans which are being given by different agencies at present. This could perhaps be done by setting up a committee of officers and non-officials at Sub-District level, with certain powers for sanction and payment, if possible. In other cases this body could merely scrutinise and forward the applications to the sanctioning authority.

11. Marketing :

The Conference endorsed the views on marketing in the Agenda Notes and recommended that products of village industries sold through cooperative societies may be exempted from sales-tax and octroi for an initial specified period.

12. Training :

The Conference endorsed the views expressed on the subject of Training in the Agenda Notes. It was recommended that training being undertaken by various State Departments be coordinated at State level.

13. The Conference was of the view that it was essential to inform the State Governments and the Block Staff well in advance as to the availability of funds for the development of various industries. Unless such advance information of the availability of funds is given it would be difficult to plan the programme for training, starting of industrial cooperatives, etc. In view of the fact that the Community Development Programme is tied to a tight time schedule the importance of such advance communication of the availability of funds cannot be over-emphasised.

ANNEXURE I

COTTAGE & SMALL SCALE INDUSTRIES

Problems for which solutions could be attempted through working of Pilot Projects.

1. Industrial Cooperatives :

(a) Is there any resistence to joining such organisations (i) on the part of newly trained artisans, and (ii) on the part of old artisans ? If so, what is this due to and how can it be overcome ?

(b) What are the difficulties into which Industrial Cooperatives in the Pilot Project have run into ? What are the lessons to be learnt from this state of things ? Can new Societies avoid getting into such difficulties and if so, how ? How can the existing difficulties be overcome and these societies made to run efficiently ?

(c) What are the limits of cooperation in the field of Industrial Cooperation ? Taking each article of production in the Project, has industrial cooperation led to more efficiency in production, more assured income for the artisans, than individual production ? Is cooperation a means or an end ? If it is means only, what is the optimum quantity of cooperation for each Industry in the Project ?

2. Production Cum-Training Centres :

(a) Is it better to run the Production and Training Units separately or together ?

(b) What is the scope for the working of such Centres as a means of (i) enabling the spread of industrial and mechanical talent, and (ii) increasing production in particular industries.

(c) Do any of the Production Centres run at a loss and if so what are the reasons ? What can be done to remove such factors and enable the Centres to run at a profit ?

3. (a) It is essential to encourage increased consumption of village industries products in the neighbourhood of production. Marketing is the biggest stumbling block in the spread of village industries and increase in local consumption will help greatly in this respect. The main difficulties that will be encountered in increasing local consumption are (a) quality, (b) price, when a comparison is made of the products of village industries, and

products of factories brought into the local area for consumption. Can such consumer preferences be overcome (i) by appealing to local sentiment, (ii) by barter arrangements, and (iii) in any other way ?

(b) How far peoples' participation could be mobilised in promoting markets locally for Cottage and Small Scale Industries' products ? What are the ways and means to make the people feel it obligatory to buy things produced locally in order to assist cottage industries and to provide additional opportunities of employment to the under employed and unemployed of the area ?

4. Government aid being given to Village Industries and Small Scale Industries in a number of ways, and to a varying extent for the different industries. Could it be possible to test the combined effect of all possible government aid, to say a few selected industries in the Projects ? The kind of government assistance provided at present includes:—

(a) Training of artisans.

(b) Financing the artisan to set himself up in business.

(c) Laying out Industrial Eastates for occupation by artisans.

(d) Supply of equipment needed for setting up the industry, through Government Agencies.

(e) Subsidy on the use of electric power.

(f) Supply of designs and patterns.

(g) Quality control of products.

(h) Government purchase of all quantities of the product offered (i) for government consumption and (ii) for sale in Government Emporium.

(i) Provision of repair and service facilities.

(j) Provision of Common facility centres.

5. It will be useful if experiments can be made on the optimum utlisation of earnings made in new Industries in the Project (or by improved existing industry). Artisans in many industries must be earning a good income as a result of the Pilot Project. How are they spending the additional income ? How far will we succeed if we make a deliberate effort to get the additional income spent on items like (a) building one's own house, or,

if the artisan owns a house already, making additions to it : (b) introducing labour saving devices in the home, (c) introducing art and beauty in the home, (d) persuading the artisans to join local institutions (e) persuading the artisans to acquire for himself and his family more education, (f) persuading the artisans to spend more money on recreation such as excursions, picnics, musical concerts etc.

6. What has been the experience with training programmes for crafts-men and industrial workmen generally ? Have trainees in the Pilot Projects found work on conclusion of their training, or have they gone into production of their own or they have remained unemployed ? What circumstances seem to determine the success or failure in the respect ? What conditions are necessary for obtaining best results for such programmes ?

7. (i) It will be useful if a study could be made to find out how quickly an artisan working according to the traditional methods can be induced to accept all the improvements advocated by the government for his craft. Such experiments may be laid out for (a) weaver, (b) cobbler (c) carpenter (d) blacksmith, (e) potter, etc.

(ii) Does experience show that a traditional blacksmith could readily and successfully be trained to make repairs to Diesel pumps and improved agricultural implements and other types of modern equipment ? when they acquire these new skills, do they find enough work in the project areas to make it worth their while ?

8. (a) Do common facility centres designed to do service for small industries work successfully to the service of artisans ?

(b) What has been the experience with mobile demonstration was as means of stimultating samll industry development in the pilot areas, and what techniques for the use of such vans are to be recommended ?

9. What kinds of people have proved to be promising sources of successful entrepreneurs and what techniques have helped to stimulate these people to undertake enterpreneurial activity in the field of small industries ?

10. Where a programme of rehousing and rebuilding of villages has been put into effect, has this in practice resulted in expansion of

small industries in supplying building equipment and materials, builders hardware, etc. ? What lessons can be drawn from any experiences had thus far, about the ways in which such rehousing and rebuilding programme might be linked with efforts at village industrial development ?

11. Type schemes introduced in Pilot Project areas should be tested from the point of view of their economics and workability.

12. The quantum of subsidies being given for various cottage and small industries should be studied with a view to find out whether they are adequate or not.

13. Employment-investment ratio in the main cottage and small industries should be studied and especially the earning levels in each industry.

14. Demand analysis should be made for as many major products as possible.

15. A survey of persons from castes other than the traditional caste who have taken training and started production in a particular industry should be conducted.

(f) EDUCATION AND SOCIAL EDUCATIONS

NOTES EDUCATION

Role of the C. D. Organisation in the Sphere of Education

The role of the Community Development Organisation is to aid through their organisation, by obtaining participation of the people, and through the development of permanent village organisations, the implementation of the programme of the different departments of the State Government. Its efforts have to be directed towards bringing about permanent improvement in the village situation. A similar role is to be played by it in the sphere of Education which has not yet received adequate attention in the blocks. This would require the participation of the Community Development Organisation in the implementation of a long-term programme for improvement of Education.

A long-term Approach to the Problem of Educational Development in the Block

2. The best approach to the problem would be to attempt to formulate a pattern for educational development on a long-term basis, but its implementation would have to be staggered taking into account the resources that would be available from time to time. In such a programme different levels of achievement would be aimed at in the different spheres of development, the pre-N. E. S., the N. E. S., then in the intensive and finally in the postintensive phase. The block will, thus, become the unit for planning and development. The advantage of operating with the block as a unit would be that the block organisation would be fully utilized and full benefit obtained from the atmosphere for development that is created in the block due to other developmental activities and the growing enthusiasm and of the people their participation.

3. The development block should be treated as the administrative unit in the State for educational development. In fact, the administrative and extension machinery of every department which is now being built up must be planned on the basis of the block as the primary unit for planning and development. The acceptance of this principle would mean that the circle of a Sub-Deputy Inspector of Schools in the States should be co-terminus with the development block. This will require an increase in the number of S. D. Is. There should not be much difficulty in doing this as the opening of blocks would be gradual. If there is still difficulty, then this arrangement could be applied first only to the C. D. Blocks. In accepting the N. E. S. Organisation as the permanent pattern of administration for develop-

mental purposes, there was really no escape from making the block the primary unit for planning and development of education.

Administrative Integration in the Sphere of Education and Social Education

4. It will be recognised that essentially Education and Social Education are parts of the same process and a seperate and independent cadre for Social Education is not likely to be of any advantage. It is, therefore, necessary to integrate Education and Social Education in the development programme as quickly as possible. An attempt should, however, be made to separate the regulatory from the development functions in the sphere of Education; the function aries for both at the block level, however, being of the same status and borne on the same cadre, *i.e.* S. D. I. Education and the S. E. O. and both receiving initial training of a nature which would qualify them for both kinds of work. But the same person will not combine the two functions at the same time. One will do the inspection and administration of the settled schools and the other will be responsible for promotion of Education and Social Education, such as mobilizing the community for putting up schcols buildings, forming various community organizations, setting up libraries, etc. Lady S. E. O. may not, however, do exactly the same work as the man S. E. O. Her activities should be confined to work among women and children and to the functions of Education Officer in respect of girls' schocl. This latter work she will do under the guidance of the S. D. I. Schools.

5. The question of constituting an Education Sub-committee of the Block Advisory Committee should be considered. This Sub-committee, however, may not be entrusted with the responsibility of the administration of these schools. This would be the concern of the local authority or the State Government. Proper development of education for the rural areas can only be achieved through a virile and competent local authority with adequate resources. This brings us to the question of the role which the development organisation must play in the development of panchayats and intermediate local self-governing bodies. In this context, the constitution of a local body at the block level would be an absolute necessity.

6. Generally speaking, the Community Development Programme should supplement the education programme of the State Government and should not include anything requiring big or recurring expenditure on a long-term basis. However, where the

people are anxious to build a new school building or improve the building of an existing school and are prepared to contribute substantially to it themselves, their efforts could be supplemented from the block budget. In the present situation we can formulate a programme only in terms of some items of work which are of special significance to Community Development and which can be financed from the schematic budget of the development block. The funds provided in the schematic budget for Education are too small to attempt a minimum state of educational development in the block. The State Governments can be presumed to have formulated plans which should provide for such essential things as promotion of primary education and basic education which are important from the point of view of the Communinty Development Programme. Nothing very much can be gained by our utilizing the small provision in the schematic budget for supplementing similar activities. Our programme should consist of special items which are of importance to the Community Development Programme. The non-recurring provision can be spent on such items as improving the school building, equipment, children's park, playground, library, etc. Fullest advantage should be taken of the Community Development Organisation in promoting the plans of the State. The following minimum programme suggested is based on these basic principles :—

(i) It should be the responsibility of the development organisation to see that the maximum number of children attend the existing schools and regularly. Particular effort should be made to secure the attendance of girls to the schools.

(ii) Development staff should also organise community effort in every possible way to bring about improvements in the condition of the schools and in the standard of its teaching etc. It may even be possible to get by this method improvements made in the living house of the school teacher and his condition of living so that more competent teachers can be attracted to the village schools. In this connection, the desirability of constructing residential accommodation for teachers on contributory basis should be considered.

(iii) Special attention should also be paid to help the poor classes who are at present denied the benefit of education because of their poverty. Various methods

for the achievement of this objective can be attempted including schemes for awarding scholarships, construction of hostels and giving sudsidy to hostels to assist the education of the poor classes.

(iv) There is a great demand for middle and higher secondary schools in the rural areas. A large number of poor students are prevented from prosecuting their studies further owing to lack of educational facilities nearby. The block organisation can assist in the upgrading of deserving primary schools by constructing additional buildings or providing additional equipments.

(v) There being very few girls' schools in the rural areas, efforts should be made to improve the existing conditions of co-educational schools in order to attract more girl students.

The parents are usually reluctant to send their girls to schools which have no women teachers. In such cases, the village women can be organised to form a roster from which one of them should go to the schools by rotation during school hours. This would allay the existing prejudice against these schools.

(vi) The States may consider the desirability of starting a few pilot projects in C. D. Block for compulsory primary education to find out the nature and magnitude of the problems involved. No doubt, every State has had compulsory primary education in one or more areas but there was not enough knowledge on the subject which could be adequate for an expansion programme in this field. These pilot projects would throw up the difficulties and problems involved and would assist solution thereof.

SOCIAL EDUCATION

Although the programme of Social Education has been in operation in the CD/NES Blocks for more than five years, the concept of Social Education and therefore its programme has not yet acquired the clarity that the other programmes like Agrciulture and Health have. While it will not be easy to define the concept of Social Education with such clarity and in such easy terms, as would be readily and fully understood by all concerned, especially the Social Education Organisers nothing very much should be lost by not

attempting to do so. But it is certainly necessary to outline the social education programme in more specific terms. If this programme is wisely formulated and properly executed, social education in the true sense will follow as a consequence.

The present programme of Social Education in N. E. S. and C. D. Blocks which has been approved by the Development Commissioners' Conference held at Simla in may, 1955 consists of a full programme, a large programme and a small programme. This manner of approach for fixing the programme has now to be abandoned especially in view of the fact that the S. E. O has to function as a specialist at the Block level and such he will not be able to carry out a large programme in one selected village.

The programme of Education and Social Education should be treated as complementary to each other, as they should be. The process of integration of Social Education with the Education department which was accepted by the Simla Conference, has to be carried further. That Conference not only approved the integration but also recommended the appointment of District Social Education Organisers' in tha Education Department. Most of the States have effected a partial administrative integration by carrying the S. E. O. on the cadre of the Education Department. The appointment of District Social Education Organisers has also been made by most of the States with the financial assistance from the Union Ministry of Education. However, the logical end of such integration is both administrative and functional integration. As a corollary to bringing about this complete integration, it would be necessary to have the jurisdiction of the Sub-Deputy Inspector of Schools coterminus with the Block area. This might require an increase in the S. D. Is. It may be pointed out that in accepting the N. E. S. organisation as the permanent pattern of administration for developmental purposes, there was really no escape from making the Block ultimately the primary unit for planning and development of Education. To begin with, this arrangement may be applied to the C. D. Blocks. While it will take time to bring this about in all Blocks, as an immediate step, the S. D. I. should be assigned a place in the Block team although he will continue to perform the functions he now performs. (In some cases one S. D. I. may have to be associated with more than one block until the area of his jurisdiction is made co-terminous with the Block). The S. D. I. and the man S. E. O should function in such a way that gradually the functions of the two could be merged thus having two Educational Extension Officers in each Block. (The woman S. E. O is not

included in this scheme as her work is being integrated with the women's programme of the Central Social Welfare Board). On the part of the S. E. O., the above integration would necessitate getting teacher training, if he is not already so trained and facilities should be provided for the same. For all future fresh recruits of S. E. Os preference should be given to those who are L. Ts., B. Ts etc. It would be desirable to include Social Education as a subject in the syllabus of the L. T. Course.

It may further be stated that the work of this Ministry in the field of Social Education should supplement what is being done by the State Government and the Education Ministry. Taking all this into account, the following may be adopted as the role of the Social Education Organiseres.

1. To bring about a change in the outlook of the people and to help them to see the possibilities for development through self-help projects.

2. To create in the village people in urge for better living and a desire for more knowledge about improvements relating to agriculture, animal husbandry, health, cottage industries etc.

3. To help in organising the people through the formation of panchayats, co-operatives, farmers' associations, youth clubs, women's clubs, etc.

4. To promote Education and Adult Education activities in the villages. These would include persuading the parents to make better use of the existing schools and making the schools more useful in the Community Development activities, organising literacy campaigns, literacy classes, rural library etc.

5. To organise cultural and recreational activities such as Dances, Kirtans, Bhajans, Exhibitions, Melas, etc.

6. To develop rural leadership through training camps study tours and group discussions. If the S. E. O. plays the above roles effectively, the following minimum programme may be expected for N.E.S. and C.D. Blocks.

For N. E. S. Block

I. Literacy Programme.

1. Literacy centres 25.
2. Stationary libraries in 10 villages.

3. Circulating library sets 20.
4. Wall news boards in 10 villages.

II. Recreational and Cultural Programmes.

1. Bhajans, folk songs, Kirtans and Kathas well organised in 10 villages.
2. Bhajan mandali in every village.
3. Physical welfare activities in every village. Games clubs, like volley ball club in 10 villages. Akharas in 10 villages.
4. Play grounds in 10 villages.

III. Youth Welfare Programme.

1. Organising youth clubs, young farmers' clubs and other youth welfare activities in 10 villages.
2. Organising Gram Raksha Dal in every village.

IV Leadership Training.

1. Organising training camps for village leaders especially in the following :—
   (i) Agriculture, Animal Husbandry, Minor Irrigation.
   (ii) Village Industries and Rural Housing.
   (iii) Public Health, Sanitation, Education and Social Education.
   (iv) Co-operation, Panchayats and Village Communications.
   (v) Women's Programme.

   (Five of each kind to be trained in every village with a population of 100 families).
2. Organising 2 study tours for village leaders.

V. Community Centres.

1. At least one fully developed community centre in a model village, and 10 ordinary Centres.
2. In other villages, there should be some common meeting place for the villagers to carry on community activities.

VI. Education Programme :

1. Promoting the general educational programme in the Block.
2. Persuading parents to make better use of the school facilities for children's education.
3. Working towards closer integration of Social Education with the Education Department.
4. Organising Vikas Melas, alteast 4 melas in a Block.

For C. D. Blocks

I. Literacy Programme.

1. Literacy centres 50.
2. Stationary libraries in 20 villages.
3. Circulating literacy sets 20.
4. Wall news boards in 20 villages.

II. Recreational and Cultural Programmes.

1. Bhajans, folk songs, Kirtans and kathas well organised in 50 villages.
2. Bhajan mandli in every village.
3. Physical welfare activities in every village. Games clubs, like-volly ball club in 20 villages. Akharas in 20 villages.
4. Play grounds in 20 villages.

III. Youth Welfare Programmes.

1. Organising youth clubs, young farmers' clubs and other youth welfare activities in 25 villages.
2. Organising Gram Raksha Dal in every village.
3. Organising youth clubs rally 2 in a Block.
4. Organising youth clubs excursions—4.
5. Youth leaders' training camp—2.

IV. Leadership Training.

1. Same as in N.E.S. Block.
2. Organising 4 study tours for village leaders.

V. Radio Programme.

1. Organising radio listening groups arranging for the distribution of radio sets (there is provision for the redistribution of one radio set for every 10 villages).

VI. Community Centres

One good Community Centre in each Gram Sevak's circle and ordinary centre in each of the other large villages.

VII. Education and Social Education

1. Promoting the general educational programme in the Block.
2. Persuading parents to make better use of the school facilities for childern's education.
3. Working towards closer integration of Social Education with the Education Department.
4. Vikas melas—one big mela for the whole block and regional melas.
5. Publication of a rural newsheet fortnighly or monthly

(1) Notes on Development of Arts and Aesthetic Standards in Community Development

It has been suggested that more attention may be paid to the development of Arts and aesthetic standards in the Community Development Programme so that Arts and aesthetics may play their due role in the activities of the community. This aspect of human life had been badly neglected before the dawn of Independence in this country inspite of the fact that India was fortunate enough in possessing a glorious heritage from a galaxy of artists who flourished in this country during the last several centuries.

Even now there are people who are neither enthusiastic nor convinced about the place of cultural and recreational activities in the development programmes of the country. This is partially due to the fact that the country is faced with so many pressing problems of economic, industrial, technical and social significance. No doubt, our Five-Year Plan would be mostly devoted to the problems of food, housing and removal of poverty. But no plan would, in fact, be complete if it ignores the human element and

does not provide measures for the development of the community in the realm of Education, Culture and Art. Besides their recreational value, the fine Arts can act as a medium for fostering integration and discipline in the community.

Village life in India has been fast disintegrating for some time leading to an influx into the urban areas. In the absence of amenities and attractions in the rural areas, such an exodus was natural. Revival of folk arts in the rural areas would go a long way to provide a common bond for cohesion in the rural areas. This would not only afford an opportunity for an appreciation of the beauty of Art but would also enable the people to express their thoughts, feelings and emotions which do not find an adequate outlet otherwise.

It is suggested that arts should be used to enrich and humanise the lives of the people and that the State Governments should encourage folk art activities in the rural areas. Children's books and books for neo-literates should be illustrated in folk art symbols so that neglected designs are revived and understood. This would also lead to a revival of the creative instincts in the people. Exhibitions of folk arts and publications of beautiful creative work could be undertaken. Exhibitions of ideal homes could also be organised and audio-visual methods could be adopted to enable the people in the rural areas to know the various ways of beautifying their houses. Art activities could be organised in the Community Centres in order to provide healthy relaxation to the people. Services of good artists could be obtained for painting murals and making sculptures for use in the Community Centres of the Development Blocks. Artists and craftmen could be encouraged and helped to organize classes for adults and children. Desirability of the basic schools laying emphasis on Art may also be considered.

The State Governments may consider steps for the encouragement of folk arts in the rural areas. Social Education Training Centres are at present giving training and guidance to the S.E.Os. in Arts and aesthetics for organising activities for their revival and popularity. The Development Departments could offer financial assistance to the block personnel for organising activities on the lines stated above. Development Commissioners are invited to give their views on the suggestions that have been made for their consideration.

(2) Recommendations and conclusions of the Conference of few Directors of Educations, Development Commissioners and Educational Secretaries of the States held in 9-Jor Bagh on 17th April, 1957

1. There was complete agreement about the block becoming the primary unit for educational planning, development and administration. The following arrangements were agreed upon to make this possible.

(a) Administrative integration in the sphere of education and social education. It was generally agreed that the social education organisers and the Sub-Deputy Inspectors of Schools should be borne on a common cadre and should have similar prospects of promotion in the department of education, if they have similar educational qualifications. Bihar, Rajasthan and Bombay have already brought about this arrangement. Bihar and Bombay have already one Sub-Deputy Inspector for each block. It was revealed that in several States the decision has not yet been taken to make the S.E.Os permanent. It was however, appreciated that it will not be possible to place them on a similar pay scale all at once, since in many cases the social education orgnisers do not have the qualifications or experience of Sub-Deputy Inspector of schools. The following suggestions were made in this respect.

That such social education organisers as do not have the necessary qualifications and are not in a position to acquire them should be considered as isolated cases. A second suggestion was that their post should be inter-changeable with the posts in the department of education held by persons with similar qualifications and in the same scale of salaries. It was also realised that each State will have to work out a detailed scheme for bringing about the administrative integration in the sphere of Education and Social Education which will take account of any special circumstances and problems that may exist in any State.

(b) It was agreed that the woman S.E.O should deal with work among women and children but the suggestion that (she should have the power to inspect girls') schools was not acceptable by some States. It was pointed out that in some States because of shortage of qualified women many women have been recruited as S.E.O. with much lower educational qualifications. Their absorption in the Education Department will have to be in to grades of which the members have corresponding educational qualifications.

(c) It was agreed that the jurisdiction of S.D.I. of schools should be co-terminus with the block. The representatives of the States, however, wanted to know if the Central Government, either the Ministry of Education or Ministry of Community Development would be willing to meet the additional expenditure involved.

(d) it was agreed that there should be a phased programme of education development in the pre-NES, the NES, the C. D. and the post-intensive phases as is the case already for other developmental fields like agriculture, health, animal husbandary, small scale industries etc. Each state will have to work out carefully. This phasing in their programme of educational development taking into account its policy, resources and the overall policy for the country educational development.

(e) The idea of starting pilot projects for free and compulsory primary education in typical areas was very much appreciated. It was suggested that the survey team operating under the Ministry of Education should make a survey of the blocks in which this experiment is proposed to be tried. The survey should indicate the location of primary, junior and higher secondary schools.

The discussions showed that there is still some doubts and misunderstandings in regard to the nature and role of Social Education. Many felt that its contents lacked clarity, that there was need to concretise the action programme to make the S. E. O. effective which he was not wholly at present. Among the suggestion given regarding the contents of Social Education were the following :—

1. Adult Education.
2. Library Service.
3. Recreational work.
4. Work through teachers outside school hours who should be attached to Centres which will promote Health Education, Agriculture Education etc.
5. Youth activities.
6. Cultural activities. All agreed that the Centre as w

7. as the States should develop a clear policy and programme for social education and the programme taken up in the blocks should be in consonance with and part of the State programme This was not fully the case at present.

1. Orientation Training of Village School Teachers

The scheme was generally discussed and some doubts clarified. It was suggested to the Conference that the administration of the scheme should be appropriately, entrusted to the Education Department of the State Government. They will be given all assistance by the Development Commissioners and his agency and the actual implementation will be through the Block Organisation as at present contemplated. All agreed with this suggestion.

2. The Janta College

From the accounts and the reactions of the members with experience and knowledge of the working of Janta Colleges in this country and similar institutions abroad, it appears that there is an inadequate appreciation of its aims and objectives. The Janta College has become either a training centre for Social Education, or a vocational school at a very low level. The important role which this institution can play in stimulating the rural population towards better living, in the training of Panchayat Members and Youth Leaders, was fully recognised, as also the need for more thinking on the subject. It was agreed that the Janta Colleges should be a cooperative enterprise of the Education and the Development Department. A High Power Committee of the two departments should review its working in each State and recommend its reorganisation with a view to make it a more effective agency for the achievement of the objectives which had inspired the founders of the Danish Folks Schools. It was however realised that our Janta Colleges cannot and should not be exact replicas of the Danish Folks Schools.

3. High School Education in Rural Areas

Some of the members, participating from the South, felt that in their parts of the country the problem is now to place the High Schools on better footing rather than one of increasing their number. The need and urgancy for the location of High Schools within commutable distance the bulk of the children in areas in which

this has not already been done, was recognised. It was suggested that each state should take such steps to provide high schools as may be needed and warranted by circumstance

4. Teacher Education

Consideration of the subject was postponed.

5. University Education

The principle underlying the suggestion was appreciated. There was general agreement that any steps which could be taken to decrease the disparity in educational opportunities between Rural and Urban population would be very valuable.

6. Building up Block Level Youth Clubs

It was felt that while there could be no object to the creation of Youth Organisation at the block level to give direction to Youth Clubs in the area, emphasis should be on the strengthening of the Primary Units. From this, it could be hoped, that the Primary Units will themselves move towards Unions and federation.

7. Setting up of Block Libraries where District Libraries are already there

It was felt that this should be a natural corollary of the recognition of the block as an educational unit.

(3) JANTA COLLEGES

The idea of Janta College was conceived in the First Five Year Plan. About 25 such colleges have been started all over the country. The objective of these colleges is to develop village leadership. This is done by providing residential facilities and appropriate educational programme for selected adults. The course of training extends to five months and the programme of training includes cultural and educational subjects and techniques of organisation for effective participation in developmental activities.

The time has come when the working of these institutions may be reviewed to find out to what extent they have succeeded in achieving the objective for which they were founded.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(A) Education

(i) The Block should be treated as the Primary Unit for educational planning, development, and administration. To facilitate planning, blockwise educational surveys be undertaken as part of the Education Ministry's programme.

(ii) Social Education Organisers may be considerd for promotion not only in Development and Social Welfare Departments, but also in the Education Departments. They should, therefore, be borne on a common cadre with the Sub-Deputy Inspector of Schools. Such S. E. O's as did not possess necessary qualifications should be provided with opportunities to acquire them.

(iii) A separate section in the Department of Education may be opened under a Joint Director of Social Education.

(iv) Women S. E. O's should also be suitably absorbed in the Education Department, after completion of their training for which adequate facilities should be provided, wherver necessary.

(v) The jurisdiction of the Sub-Deputy Inspector of Schools should be made co-terminus with the blocks.

(vi) There should be a phased programme of educational development in the extensive, intensive and the post-intensive phases.

(vii) An Educational Sub-Committee of the Block Advisory Committee may be constituted for each block.

(viii) The minimum programme contained in sub-para 1-5 of para 6 of the Agenda Note was generally approved.

(ix) Pilot Projects for universal primary education in selected areas should be started after proper surveys of the blocks.

(B) Social Educatin

(i) The role of Social Educatin Organisers as given in the Agenda Notes was accepted with the following additions :—

(a) It should be the responsibility of the SEOs to educate the village people about the implications

and essentials of planning and to create in them a consciousness of priorities.

(b) The SEOs should educate the public about the rights, duties, and obligations of citizens in a democratic society. They should also inculcate in them thrift and saving habits.

(c) The S. E. Os should create and interest in the people to know more about our country, its diversity as well as unity; its resources, its physical aspects like great mountains and rivers, places of interest, the people who live in different parts and so forth.

(ii) The minimum programme contained in Agenda Notes was approved.

(iii) The important role which Janta Colleges could play in stimulating the rural population towards better living, in the training of Panchayat members, and youth leaders was accepted and it was recommended that the Janta Colleges should be suitably reorganised as a cooperative enterprise of the Education and Development Departments. A Sub-Committee of the Ministries concerned should review their working with a view to make them an effective agency for the achievement of the desired objective.

(iv) The programme of arts and aesthetics in the CD and NES blocks as detailed in the Agenda Note was recommended for adoption.

(g) Programme for Women & Children

NOTES

The N. E. S. and Community Development movements are designed to assist the nation in its effort to raise the standard of living. Any improvement in the standard of living has to start from the Home, and no one would deny that it is the women who set the standard of the home.

The Community Development Programme through Social Education tries to create in the hearts and minds of people such a social climate that will help them to be receptive to changes, to raise the standard of living and to seek a new way of life that will be a fuller and a happier one.

Women, as predestined by nature, find the fulfilment of their life in that of their children and a happier and fuller life for them is inseparably connected with that for their family.

Then, women since time immemorial have been working along with their men folk for a living, especially in rural areas and amongst economically backward classes. So that whether working in the fields or pasture lands, selling in market places or wandering in deserts of sand or snow-men and women have always formed a team to eke out a living for their family.

Social Education Programme to be effective amongst rural women therefore must be supported by making economic and child welfare activities as the centre around which women can continue building up their community life.

Funds in the hands of the Khadi and Village Industries Board and other Boards dealing with village industries and cooperatives should be available also to finance indusrtrial phases of the women's programme. In like manner the programme for Health & Sanitation in N. E. S. and C. D. Budgets should be utilised for women's programme. Full advantage should be taken of the scheme of the Ministry of Health for training of Dais.

One of the main difficulties in making a headway with the women's programme has been the shortage of women workers. To remedy this position a long term approach has to be adopted which will require primarily promotion of more education among women. This aspect of the matter will have to be taken care of in the programme of Education.

It is proposed to increase the number of training centres for E. Os which will provide for training more women S. E. Os.

Central Social Welfare Board also has a programme of training 6,000 Gram Sevikas through the Kasturba Training Scheme and the Food & Agriculture Ministry will train 4,600 Gram Sevikas during the Second Plan period.

In certain States local women leaders and helpers, such as Gram Lakshmi in U. P., after short orientation courses are already being used to help the work in the field of education and welfare of women and children. Such schemes should be promoted in all states.

It is proposed, to give more emphasis to this aspect of discovering and developing leadership amongst the local women in the villages through short training courses, camps, etc.

In the 42nd report of the Estimates Committee it is stated that the number of girls attending Primary schools or expected to attend such schools by the end of 2nd Plan is less than that of the boys, whereas the number of the girls attending Middle Schools is expected to be only 10% by the end of the 2nd Plan period. One main reason for the unsatisfactory progress in girls' education may be that the people in many parts of the country, specially in rural areas, are not yet fully alive to the importance of girls' education. Again, co-education is not acceptable to many of our people, and this necessitates the provision of either separate girls' schools or at least 2 shifts in each school, one for boys and the other for girls.

In order to encourage more girls to enter Primary and Middle Schools, there should be at least one women teacher in village Primary and Middle schools. Often, one of the reasons why more girls do not come to Boy's Primary schools is because all the teachers are men. In order to encourage mothers, to send their girls to co-educational schools with men teachers, a system may be worked out whereby one women from a village will go to the school each day with the children and remain there during the school hours. This will have to be done by the village women in rotation.

The dearth of women teachers and the housing difficulties for them in rural areas also stand in the way of greater progress being made in girls' education. Provision of certain amenities to women village school teachers should be part of the education programme of a Block so that it will be complementary to the women's programme. Similarly, the minimum programme in sanitation through schools should also be included in the education programme as it will be a process of social education of adults through children. In the local works programme, one place should be given to the construction of buildings for Mahila, Mandals, Women's Craft Centres, etc. All women workers should help in educating the

opinion of the village people particularly that of the women, to recognise the need for access of girls to education.

Any scheme for the development of women in the community while necessarily forming an integral and essential part of the whole scheme should moreover be so designed as to emphasise certain specific aspects of the programme to meet the peculiar social, cultural and economic needs of the village women, and to fit into the specific situation in which any particular group of women is to be found.

Social Education among women should take into account their role in society. There should be emphasis on child care, cleanliness and orderliness within the house, better sanitation, promotion of thrift. In the Social Education of men an important objective should be to secure recognition of the importance of the role which women must play in society and the need for raising their status. This should be the concern of the entire NES organisation. Without such a long term approach the ultimate success of the women's programme will not be assured.

It seems necessary to give a separate type of training to the Women Social Education Organisers to fit them primarily for work among women. The Gramsevika should also be trained in Social Education in addition to Home Economics and perhaps the Women S.E.O. could also be trained in Home Economics.

In most of the villages women work together with their men folk out in the fields. Their work therefore lies both outside as well as in the home, leaving hardly any margin for any other activity. Wherever it is desirable to mobilize women groups and hold Mahila Mandals or Craft classes etc., there should be a Creche and a day nursery for working mothers, especially those from economically backward classes such as farmers, woodcutters, etc. where women either have to take their children along with them or leave them at home very often unattended. It is through these centres that women can be taught the rudiment of child-care. Through services to their children, these women can be gradually drawn into a women's programme.

For help in the running of Balwadies and Creche, local leadership of women needs to be built up. The U. P. experiment of having Gram Lakshmies in the villages may also be tried. All such voluntary helpers need to be trained in the running of Balwadies, Creche, etc. The Creche should invariably be organised at a craft work centres as well as for the women labourers who

work in the fields, especially during the sowing and harvesting seasons.

Occasionally 'melas' and 'baby shows' can be arranged for the whole area serving both social and educational purposes, with talks and demonstrations as their central features.

At this stage in the progress of the C.D. programme the over-all progress is necessarily uneven due to the historical and other reasons, and therefore there can be no universal minimum and a general pattern of programme that can be followed everywhere. The ultimate objective however, is to strive towards arriving at such a stage of over-all progress that a universal minimum programme may be applicable everywhere.

The newly started N.E.S. Blocks with only one available woman worker (Social Education Organiser) are likely to be at the beginner's level as far as the progress of women's programme is concerned. So a 'primary' programme may be recommended for them at the initial stage.

In N.E S. Blocks, the villages within easy reach of the block headquarters, particularly the one where the woman S.E.O. lives, will naturally receive the benefit of her particular attention and of other block officers generally. In these villages, once a start has been made, a certain stage of development may be expected in course of time. But in others, unless some local leaders are available, nothing very much can be done right at the beginning. So according to the stage of progressiveness reached by the villages concerned, a 'primary' programme for those at the beginning stage, and a 'secondary' for those a little more advanced may be suggested. But there being no Gram Sevikas, and possibly no other women workers, it is not likely that a very full and comprehensive programme can be attempted anywhere.

In C.D. and post-intensive blocks, for the villages where work has gone on for 2-3 years or more, and acertain stage of progress has been reached, the 'secondary' and the 'universal minimum' programmes may be suggested in keeping with the level of their development and according to the availability of an adequate number of suitably trained women workers required for the type of programme recommended.

Women Social Education Organiser with the help of the man Social Education Organiser and Gram Sevikas under the guidance of Block Development Officer is to draw up a plan of work for minimum programme amongst women. The plan should indicate

the role of man Social Education Organiser and Gram Sevika and other Extension Officers if need be, to assist the work for women and how it is to be done, *e.g.* preparing the men to recognise the need for women's programme, or in concerted action and for family approach to programme, especially in health and sanitation, education, etc. The work in the beginning is to be organised only in 5 or 6 villages.

The plan should also indicate the minimum requirements of equipment, personnel and funds. These 3 types of programme are not to be regarded as additional programmes requiring additional funds but as methods of organising work within the normal budget and with available resources. These 3 types can be introduced even within the financial resources of the N. E. S. Block if the amount of Rs. 25,000/- is properly distributed to cover all the activities envisaged and people's contribution as fixed and as desired. If remuneration of the part-time women workers is provided for in the funds for literacy centres, it may not require more than Rs. 3,000/- for a three-year period to achieve the minimum programme of work amongst women.

In order to implement this programme, it is necessary to explore every avenue by which all available women capable of shouldering responsiblity can be drawn in, *e.g.* women teacher, voluntary workers, etc. The introduction of the orientation training programme for Primary School teachers will be of much help.

'Gram Lakshmies' or local women leaders should first work as apprentices associated with Gram Sevikas and Women Social Education Organisers and later have short training courses preferably in camps.

Minimum Programme for Women's Works

'Universal' Minimum Programme

1. Mahila Mandal to meet twice a month and at a convenient place such as the tample court-yard or at a 'Chabootra', etc. There is to be a Creche and/or a nursery for younger children and a play centre or park for older children adjoining and/or nearby, so that mothers can be left free to attend. The responsiblity for the former is to be shared by one amongst themselves and for the play centre, by one of the younger girls both under the guidance and supervision of one of the women workers from the block (The men SEOs and VLWs to help with this).

Methods and Technique : This is to start as a 'Bhajan Mandli but gradually part of the time is to be devoted to talks and discussion as well as demonstration of other items noted below.

Actual problems and illustration from the village **homes** always to be used as 'spring-boards' :

(i) mother and child-care.

(ii) personal hygiene and health.

(iii) environmental hygiene especially cleanliness of the home, preventible diseases.

(iv) food and nutrition.

2. *Literacy* : (For age 12 to 25) To meet 4 or 5 times a week. Classes to be kept small to ensure individual attention. Each class to run for 5 months followed by a literacy test. Teachers to be trained in literacy methods. There is to be follow-up to prevent lapses by such methods as wall-paper, news-sheet, bulletin literature for neo-literates.

3. *Home Improvement* : This is to be done (i) by demonstration methods and practical work and through home visits, (ii) Social Education Organiser and Gram Sevikas, own homes to serve as models, and (iii) occassional competition.

Items :

(a) Light and ventilation.

(b) Arrangement and orderliness of utensils in the kitchen, and boxes, beddings, etc. in the house.

(c) Kitchen garden.

(d) Soak-pits, compost pits.

(e) Magan Chullahas.

4. *Craft* : Some useful and/or marketable and simple craft.

To meet twice a week and not too many crafts to be introduced at the same time and not to too large a group at a time. It may be necessary to pay a small remuneration to a local person able to help with teaching in a craft class.

Items

(a) Making simple garments for children. Use of Sewing Machine.

(b) Spinning, weaving, *niwar-making* and *dari-making*.

(c) Mat, basket or chick making.

(d) Any of the following depending on suitable circumstances: –Making of paper bags, 'papper', 'Agarbati', oil pressing, bee-keeping, poultry, etc.

5. *Care of the sick :* To be done by practical demonstration, especially with an actual case (come across during home visit) with the help of health personnel.

Items :

(a) Common diseases and how to nurse them.

(b) Diet and cleanliness.

6. *Simple remedies and first-aid :* To be done by practical demonstration and audiovisual methods. First-aid for cuts, burns, fire, drowning fainting, nose-bleeding, snake bite and insect stings and asphyxiation.

7. *Recreational and cultural activities :* Once every 2 months or so : puppets shows, dramas, film shows, exhibition, musical programmes, etc.

8. *Health and Sanitation :* Women to avail themselves of the assistance and services of Primary Health and Sub-centres ; arrange for systematic talks and demonstrations on health, family planning, mother and child-care, etc., by Health Visitors, Midwife and Auxiliary nurses.

9. Educating public opinion especially that of mothers in recognising the need for education for girls. Such as by arranging for one older woman from the village to escort and stay with the girls if there is no woman teacher in the school. Also see that a woman teacher be appointed in the village schools in the block area.

10. *Childern's Programme :* Creche and Nursery (along with Mahila-Mandals and Craft classes) where babies and younger

children will be fed (*e.g.* with free powdered milk, etc.) washed and taken care of. Health, hygiene, games and recreation programmes at Play-Centres and Childrens' Parks.

11. Leadership Training: Some short training courses, preferably in camps, should be organised to train local leaders.

"Secondary" Programme

1. *Mahila-Mandal*: Once a month.

Items:

Simplified and if necessary less than those mentioned before under 'Universal' programme.

2. *Home Improvement*: (ditto)
3. Craft once a week, and fewer in number.
4. Simple remedies and first-aid made simpler and with less items.
5. Literacy to be started by the end of first year of programme.
6. Working for access of girls to education (as stated above).

'Primary' Programme

1. *Mahila Mandal*: Meeting once in 6 weeks with talks on child-care, health and hygiene.
2. *Home Improvement* (Simplified programme)
3. One or two simple crafts (class to meet twice a month, and only when helpers are available).
4. Literacy to be started by end of second year of programme.

NOTE: In converted CD Blocks with co-ordinate programme with Central Social Welfare Board, the basic programme is expected to be some thing along the lines already laid down with improvements for both quantitative and qualitative aspects of the programme.

Indications Regarding Minimum Quantum of Achievements Expected

Programme	Community Development	N.E.S.
1	2	3
1. *Mahila Mandal*	One suitable building for Women's Centre, with a latrine and a nursery attached. 20-25 Mahila Mandals organised	10—12
2. *Literacy* (for ages 12 to 25)	6-8% by the end of 1st year of 2nd Plan with increasing number with the help of new literates till by end of Plan period 16% made literate.	5-7% by end of Plan period.
3. *Home Improvement*	2 model homes in the village with 'Universal' programme, and 1 in every 5 villages, besides the homes of the S. E. O. and the Gram Sevikas.	8-10 model homes, besides that of the woman S.E.O.
4. *Crafts*	1 Sewing machine for each centre with 25 members.	At least 10 Sewing machines.
	15 to 20% of women in the block learning at least one craft that is of mechanical use and enabling them to earn a little.	8-10% learning a craft.
5. *Care of the sick*	At least 1 woman in every village has an elementary knowledge of the diet and care of a sick person.	Approximately 2% of women to learn about this.
6. *Simple remedies and first-aid.*	1 woman in every village has some training in this.	1 in every 3 villages
7. *Recreation and cultural activities*	Exhibitions, melas, baby shows, etc. for 15 villages; Dramas, films, shows, puppets, etc. for 40.	Exhibitions, etc. for 10 villages; Dramas, etc. for 30 villages.

1	2	3
8. *Health and Sanitation*	Ante-natal and post-natal care for the mother and child care extended to all villages with the 'Universal' programme (*i.e.* mostly one and not more than 2) to 60% of cases in the villages with 'Secondary' programme and 30% with 'Primary' programme.	30% of cases reached by the services.
9. *Education*	1 woman teacher in 30% of block schools. Perceptible increase in the number of girls going to school.	1 woman teacher in 10% of block schools Increase of number of girls in schools to some extent.
10. *Childrens' Programme*	Creches and nurseries attached to 60% of Women's centres (Mahila Mandal and/or Craft Centres)	5%
	1 Children's Park or Play centres between every 3 to 4 villages (depending upon number and distances between them.)	1 to every 8 to 10 villages.
	There should be at least 15 fully equipped Children's parks by the end of Plan period.	10
11. *Leadership Training*	After having discovered leaders through interest groups and having them associated with the work of Gram Sevikas particularly at least one short training course preferably in a camp should be organised every year for the training of these local leaders.	As there are no Gram Sevikas, local leaders will have to be given some orientation training in the beginning with refresher courses to follow later. At least 6 to 8 such courses will have to be organised during the period.

MAIN RECOMMENDATIONS AND CONCLUSIONS

Minimum programme outlined in the Agenda Note was approved, subject to necessary adjustments in the light of the availability of women workers as well as the stage of development already reached in the blocks. Difficulties, if any, in providing finance might be overcome by suitable reappropriation from other heads.

2. Two Gram Sevikas provided in the C. D. staffing pattern should continue in the post-intensive stage also.

3. The capacity of the centres for the training of Gram Sevikas, and the programme of training should be integrated with that of other organisations *e. g.* Kasturba Trust, in order to achieve uniformity of syllabus and pattern of training.

4. The system of appointing 'Gram Lakshmi' which is in vogue in U. P. and one or two other States, can be introduced in other States also with advantage. In order to overcome the shortage of women personnel, women organisations should be persuaded to take an increasingly larger part in women's welfare work, and camps and study tours for village women organised in a liberal measure.

5. To make available a larger number of educated women for work in the villages in the various fields of development it was necessary that village women who are likely to settle down and work in the villages should be financially helped to get for themselves the requisite education and training. Provision of residential houses will greatly help in overcoming reluctance of women to accept posts in rural areas.

6. The following additional items were recommended for inclusion in the programme :—

(i) Removal of social disabilities—women from scheduled castes and backward classes should be encouraged to join Mahila Mandals and other women's programmes.

(ii) Family planning education might be included in the 'Talks and discussion' programme.

(iii) Research may be undertaken to evolve simple labour-saving devices for the village homes which are within the means of an average village family.

(iv) More emphasis has to be laid in the programme on beautifying village homes. Exhibitions of "Beautiful Homes" may be arranged. Illustrated pamphlets on interior decoration, small flower gardens etc. might be brought out. It should be seen that what was recommended in such exhibitions and pamphlets was within the reach of the average village family.

(v) In order to encourage women newly made literate to take books from the village library, a separate section of the village library might be kept for the use of the women in the Mahila Mandals or such suitable places, wherever possible.

(h)— TRIBAL WELFARE

NOTES

General :

The Subject of Tribal Welfare was discussed at the last two Development Commissioners' Conferences held at Simla and Nainital in 1955 and 1956 respectively. This note deals with the subject in so far as it relates to the development blocks in the tribal areas which exist in the States of Assam, Bihar, Bombay, Madhya Pradesh, Punjab, Orissa, Andhra, Rajasthan, Manipur and N.E.F.A. As the Development Commissioners are aware, it was decided to reduce the population coverage of such blocks to an average of 25,000 or a little over instead of 66,000 depending on the proportion of tribal population in the block. It is believed that all the States have taken steps for delimitation of the blocks in terms of this decision. The blocks in tribal areas fall into two classes:—

(a) Those which will be ordinarily financed only by funds provided in the schematic budget of the block and (b) those which will have an additional allotment of Rs. 15 lakhs from the Ministry of Home Affairs over and above the amount of Rs. 12 lakhs provided in the schematic budget for C D blocks. In the latter class of blocks the total amount of Rs. 27 lakhs will be utilised for an intensive programme of development with particular reference to the needs of the tribal population. These blocks would be known as special multi-purpose tribal blocks.

State-wise allocation of the 43 blocks selected by the Ministry of Home Affairs for special multipurpose programme are given in Appendix (E).

As already stated above, a total amount of Rs. 27 lakhs (Rs. 15 lakhs from the Ministry of Home Affairs and Rs. 12 lakhs from the Ministry of Community Development) would be available for expenditure in the blocks selected for the multipurpose projects of the Ministry of Home Affairs. With a population of 25,000 in such blocks, per capita expenditure would work out at Rs. 100/-, including women and children. This means that a sufficiently large amount of money would be available for development programmes in these blocks. It is, therefore, necessary that special efforts should be made from the very start to absorb an expenditure of Rs. 27 lakhs in such blocks during the period of five years. To facilitate this it has been decided to treat these multipurpose blocks as CD blocks from the very start so that full complement of staff and additional funds may be available to the blocks for expenditure on the development programmes from the very beginning. These blocks will be adjusted against the over all quota of community development blocks provided for in the programme for the Second Five Year Plan.

In the Fifth Development Commissioners' Conference held at Nainital last year, it was decided to have an integrated schematic budget for Rs. 27 lakhs for these blocks. Appendix 'B' is a copy of the integrated schematic budget as finalized in the Ministry of Community Development on the basis of the recommendations made by the Sub-Committee in the last Development Commissioners' Conference. A copy of this schematic budget with necessary instructions for accounting are being issued to the Development Commissioners.

Certain *ad hoc* allocations had been made by the Ministry of Home Affairs for expenditure in these multipurpose projects in the year 1956-57. These amounts will be adjusted against the integrated schematic budget on the basis of actual expenditure incurred by State Governments on the respective items.

It is hoped that the State Government will formulate an integrated and unified programme of development within the total ceiling of Rs. 27 lakhs for these multipurpose pilot projects for a period of five years ending with the Second Five Year Plan period and that steps would be taken to accelerate the pace of progress from the very beginning.

Development Commissioners' Conference may consider difficulties encountered or likely to be encountered in the course of the implementation of development programmes in the tribels areas as well as suggestions to improve the scheme envisaged in these notes including availability of trained personnel.

In the Last Conference at Nainital, attention of Development Commissioners had been invited to the importance of availability of trained personnel for the programmes in the tribal areas. It is hoped that adequate arrangements have been made in the States in this behalf.

Minimum Programmes :

The suggestions made in the general notes on programmes to be sponsored in the N.E.S. and C.D. Blocks under the various heads (circulated separately) would, also apply very largely to all programmes in these special tribal blocks as well. The following general considerations need to be borne in mind in dealing with the programme for the Adibasi areas :—

(1) There is need for further decentralisation of services on account of the difficult terrain and undeveloped communications.

(2) Greater mobility has to be ensured for the staff so that they can take the services as close to the people as possible and as frequently as possible.

(3) The staff must develop a better understanding of the culture and community life of the Adibasis which in many ways are different from those of the non-Adibasis. They have to adapt their methods of approach to suit the culture and community life pattern of the Adibasis.

(4) A more multipurpose approach is needed and less specilisation than even what is being attempted under the N.E.S. pattern of organisation. All the members of the staff must have some basic understanding of every subject and should try to function as much as possible as multipurpose agents. This will secure, to some extent, the objective of further decentralisation of services.

(5) A long term programme has to be developed. Results will be achieved more slowly and therefore there will be need for steady work and sustained effort over a much

longer period than in developed areas. Such planned and sustained effort will be possible only if there is long term planning with a few well defined objectives kept clearly in view.

(6) The main items in the programme would relate to weaning the Adibasis from shifting cultivation, and assisting them to take to settled cultivation, improvement of communications, health, training and education and increasing the avenues of employment through village industries. The economy has to be developed more on a self-sufficiency basis in the initial stages than need be attempted in other developed areas. In developing the programme the staff will have to acquire an even better knowledge and understanding of the local conditions and of the people than is necessary for purposes of the Community Development Programme in the more advanced areas. Even the universal items of the programme will have to be tested to establish their suitability and benefit for the area. Nothing should be taken for granted.

(7) In view of the large distance and the difficult terrain in the tribal area, the desirability of having multipurpose Extension Officers may be considered. Extension Officers in a normal C.D. Block are individual subject matter specialists. They have to cover the whole area of...... the block for supervision of the programme relating to their individual subject matter. As it would be very difficult for one officer to cover the whole area efficiently, it might be desirable to divide the block into several circles each containing a number of V L.W. areas. Multipurpose Extension Officers may be placed incharge of each of these circles. This suggestion is for the Development Commissioners to consider.

Some attention will have to be paid, wherever necessary, to the development of minimum amenities at the Block Headquarters for making it possible for the Administration to function properly and for inducing officers to go and serve in these difficult areas. The development of such amenities may have to be treated, in the absence of any other alternative, as a part of the C. D. Programme. In this case it would not be necessary to apply strictly the principle that something which

is normally the responsibilty of the State Government and should be a charge on their budget should not be financed from the C. D. budget. It may even be necessary to spend from the C. D. budget on local works and communications maintained by the State P. W. D. This, however, should be the exception and not the rule.

Finally, it should be emphasised that there is need for conscious and sustained effort to bring up the Adibasis for management of their own affairs, such as running their own schools, cooperative societies, etc. In our anxiety to help them by taking services to them this important aspect should not be allowed to be lost sight of.

Some items of programmes necessitated by the special topographical and sociological circumstances prevailing in these blocks are indicated in the following pages. These suggestions can be modified or improved to suit the actual requirements of region or block.

Agriculture

1. Generally speaking, additional funds available under Agriculture and Animal Husbandry may be utilised to meet the cost of demonstration, equipment and extra cost required for transporting fertilizers, seeds and plant protection materials. Each Gram Sevak should be given a complete set of improved agricultural implements and plant protection equipment. Special care has to be taken to ensure that the implements supplied to these areas are suitable for the areas.

2. Establishment of more stores for seeds, fertilizers, etc. to serve an area within a radius of ten miles.

3. Establishment of a horticultural nursery preferably, at block headquarters.

4. Training of five agricultural leaders from each village during a period of three years.

5. Organisation of four youth clubs in each Gram Sevak circle.

6. Organisation of at least 30 demonstrations per Gram Sevak circle per annum. These demonstrations have to be of a simple nature and arranged in such a manner that they can be easily understood by the Artisans with the lower intellectual

level of the Artisans greater effort will be required to make them understand and adopt the improved opportunities.

7. Organisation of mutual-aid team for soil conservation, better cultivation and plant protection. Community life and mutual-aid is practised in Artisans Society to a large extent than in non-artisan Societies and it is important that the mutual-aid activities we promote are in harmony with their communal and social customs and practices.

8. Preparation of plans for attaining self-sufficiency in improved seeds and local manures.

9. Organisation of cooperative credit and marketing.

10. Initiation of measures for prevention of damage to crops.

11. Soil conservation being usually an important problem in these blocks should be given priority.

Cottage Industries :

1. Industries which cater to the primary needs of life, food, clothing and shelter should be planned first, such as food processing industries, manufacture of cloth and building of houses.

2. While chalking out the programme, consideration should be given to the locally available raw materials, skill and marketing facilities. It will be wise to plan largely on the basis of consumption in the area itself and self-sufficiency.

3. Rapid introduction of machine and higher techniques in tribal areas should be discouraged. The techniques in these areas should be an organic development. Every effort should be made to ensure that the culture and tradition of the people do not suffer any jolts in the process of the introduction of improvement in their style and standard of living.

4. Following are some of the industries which could be developed in the tribal areas under minimum programme :—

(i) Spinning and weaving

(ii) Silk industry

(iii) Bee-keeping

(iv) Soap making (from non-edible oil-seeds available in tribal areas)

(v) Tailoring

(vi) Lac industry

(vii) Blacksmithy

(viii) Carpentry

(ix) Cane and bamboo works

(x) Fibre industry

5. Training should be an important feature of the programme. This again should be largely for meeting the basic needs of food, clothing and shelter. It should be for imparting basic skills and also improving existing skills. This can be arranged through peripatetic teems and training cenres. Training will have to be given in the following skills :—

(a) Carpentry ; (b) Smithy ; (c) House building (bricklaying, masonry etc.) ; (d) Pottery ; (e) Tailoring ; (f) Spinning and weaving ; (g) Rope making.

Education

1. There is little or no tradition among the tribal people for education. The home background is poor and children must get all that is necessary from the school itself. Teacher-student ratio has, therefore, to be sufficiently high. One teacher to 20 students will perhaps be the correct ratio.

2. Provision of free mid-day meals should be made in all schools in the area. This is one of the easiest ways of attracting children from poor homes.

3. Since density of population in the tribal areas is very low and the dwellings are scattered, it will be advisable to try the system of peripatetic teachers—one teacher for two or even three schools within walking distance.

4. Since grazing of cattle and taking care of smaller children are the usual chores with which the school-going children are kept busy, it will be advisable for the schools to try an experiment of cattle grazing and keeping creche with the help of older boys and girls in rotation.

5. The provision of residential facilities for teachers is essential to secure the services of persons from outside the area and for effective social work by the teachers.

6. Free primary education including free supply of books and stationary to all students on the rolls.

Health

1. Need to tackle certain specific diseases like Yaws, V.D., T.B., etc., that may be prevalent in the area should be emphasized.

2. Each block should have a primary health centre and 3 maternity sub-centres.

3. It will be absolutely essential to provide a Jeep-ambulance (something like a jeep which can be converted into an ambulance dispensary with arrangement for a stretcher to remove urgent/serious cases).

4. It may be necessary to arrange for mule transport to carry medical services to the people.

5. Provision of safe water supply and adequate disposal of human excreta.

6. Provision of rural medicine chests for each V.L.W. circle and regular arrangement for their refilling.

7. Control of communicable diseases.

Social Education

1. There should be a good literacy centre for every village or group of villages for conducting adult literacy classes of about five months each.

2. There should be a Central Stationary Library for each block. There should also be a circulating library for every Gram Sevak's circle which he should circulate to the villages in his circle on a regular schedule.

3. As the tribals are generally fond of dancing, singing and other forms of recreation, the instinct should be fully used in organizing recreational and cultural activities in the tribal areas.

4. Wherever possible, facilities for games, wrestling, etc. should be provided. Emphasis should be given to the encouragement of indigenous games.

5. In most of the tribal areas there are dormitories (Dhumkarias) for the youth of each village. These may be better organised and made a centre for youth welfare activities.

6. Organising camps or other forms of training for youth workers, village leaders and volunteers in literacy campaigns, etc. should be an important activity.

7. There should be at least one fully developed community centre in the circle of each Gram Sevak. In other villages arrangement should be made for a common meeting place.

8. At least one big Vikas Mela should be organised in each Gram Sevak's circle.

9. For a group of 3 or 4 villages a gram sammelan may be organised once every 3 or 4 months to discuss the common problems and to devise ways of solving the problems.

10. Conducted study tours of village leaders may be arranged once or twice a year to take the tribal leaders to places of interest outside their locality.

11. Social Education Programme should be thoroughly integrated with the Education Department's Programme in the tribal areas. The Sub-Deputy Inspector of schools and the man S.E.O. should function as complementary to each other.

Social Education (Women)

1. Arrangements for conveyance should be made for the women workers.

2. A peripatetic team of craft women teachers to be set up for training women in villages.

3. Home improvement with kitchen garden, soakage pits and compost pits.

4. Food and nutrition including consumption of vegetables and fruits. Better methods of cooking.

5. Crafts such as spinning weaving, mat or basket making, making simple garments, poultry, bee-keeping and piggery, etc.

6. State Government should provide facilities to attract women school teachers to the tribal areas. These women teachers should, in the beginning, work as local leaders and also train local women who may assume leadership later.

APPENDIX 'E'

LIST OF MULTI-PURPOSE PROJECTS

Centrally Sponsored Schemes

(for 1956-57)

(Figures in lakhs of Rs.)

Name of State	No. of Projects allotted	Location	Amount allotted by Home Ministry	Remarks
1	2	3	4	5
1. Andhra Pradesh		(1) Araku	11.41	
		(2) Hukumpetah both in Viskshaptnam District.		
		(3) Untur in Adilabad District.		
		(4) Narsampet, Warrangal District.		
2. Assam	7	(1) Dambuk gore Hills	8.18.710	
		(2) Rangkhong in United District of Mikir and North Cochar Hills.		
		(3) Diyung velly in United Distt. of Mitter and North Cochar Hills.		
		(4) Lungleh in Miso Distt.		
		(5) Mairang in united Khasijotia Hills.		
		(6) Sai pung-Darrang in united Khasi-Jantia Hills.		
		(7) Murkong selek, Lokimpur District.		

APPENDIX 'E'—*contd.*

1	2	3	4	5
3. Bihar	8	(1) Bisunpur, Ranchi Distt. (2) Mahuadur, Palamau Distt. (3) Simdeya, Ranchi ,, (4) Bono, Santhalparganas (5) Kundahit, ,, (6) Adhaura, Sahabad Distt. (7) Rohtas (South) ,, (8) Manhorpur, Singhbhum District.	9.60	
4. Bombay	7	(1) Akrani Mahal (2) Santrampur (3) Moltalson (4) Khetbroima Location for 3 projects not yet received (Mikhada-Talassi Khedbrahma Ahri.)	1.00	
5. Orissa	4	(1) Bhuyanpirh, Keonjher Distt. (2) Kasipur, Kalhandi Distt. (3) Narayanpatna, Koraput District.	9·00	
6. Madhya Pradesh	10	(1) Alirajpur, Jhalm Distt. (2) Barwani, Nimad Distt. Both in former Madhya Bharat area.	16·94	
7. Rajasthan	1	(1) Part of Khushalgarh tehsil in Banswarh Distt. Scheduled area.	2·00	
8. Manipur	1	Tamenglong/or Ukhmal	Final location not yet received.	
9. Tripura	1	Amarpur	1·93	
Total Projects	3			

APPENDIX 'F'

ESTIMATED EXPENDITURE ON A SPECIAL MULTI-PURPOSE PROJECT FOR A PERIOD OF FIVE YEARS

(This pattern is for guidance only and may be varied to suit local conditions so long as the ceilings under 'loan' and 'other than loan' are not exceeded).

(Figures in lakhs of Rupees)

Heads	Total	Dollar	Rupee	Loan	Other than loan.
1	2	3	4	5	6
I. PROJECT HEADQUARTERS					
(a) Personnel*	4.50	—	4.50	—	4.50
(b) Transport etc. (3 jeeps and a Mobile Health van)	1.00	0.24	0.76	—	1.00
(c) Office equipment, furniture etc.	0.20	—	0.20	—	0.20
(d) Project Office Seeds store & Information Centre	0.30	—	0 30	—	0.30
(e) Staff quarters	1.00	—	1.00	1.00	—
II. ANIMAL HUSBANDRY AND AGRICULTURAL EXTENSION (including demonstration equipment, key villages poultry development, etc.)	1.50	0.03	1.47	—	1.50
III. IRRIGATION, RECLAMATION AND SOIL CONSERVATION. (including incentives for settled cultivation)	4.00	—	4.00	3.50	0.50
IV. HEALTH AND RURAL SANITATION (including drinking water supply)	2.00	—	2.00	—	2.00
V. EDUCATION	0.75	—	0.75	—	0.75
VI. SOCIAL EDUCATION	0.75	0.16	0.59	—	0.75
VII. COMMUNICATIONS	4.00	—	4.00	—	4.00

APPENDIX 'F'—*contd.*

1	2	3	4	5	6
VIII. RURAL ARTS AND CRAFTS	2.00	—	2.00	—	2.00
IX. COOPERATION. (including grain golas debt redumption, etc.)	2.00	—	2.00	—	2.00
X. RURAL HOUSING	2.50	—	2.50	—	2.50
XI. MISCELLANEOUS (including survey research, etc.)	0.50	—	0.50	—	0.50
Total	27.00	0.43	26.57	4.50	22.50

* The Personnel will consist of :—

(i) the staff provided in a normal C.D. Block budget (but for 5 years) Rs. 3.35 Lakhs.

Plus

(ii) the additional personnel indicated below.

1 Assistant Engineer	@ Rs. 300/- p.m.	
1 Engineering Overseer	@ Rs. 200/- p.m.	
1 Medical Officer	@ Rs. 300/- p.m.	(For Mobile)
1 Compounder	@ Rs. 100/- p.m.	(Health Unit)
2 Mid-wives	@ Rs. 90/- p.m.	each.
1 Extension Officer (Soil Conservation)	@ Rs. 200/- p.m.	
1 Head Clerk	@ Rs. 150/- p.m.	
2 Class IV employees	@ Rs. 50/- p.m.	each.
1 Driver	@ Rs. 90/- p.m.	
Total	Rs. 1620/- p.m. × 12 × 5	

(iii) T.A. recurring expenditure such as petrol, stationery, postage, contingencies, etc. etc. @ Rs. 300/- p.m. Rs. 0.18 Lakhs.

Total Rs. 4.50 Lakhs.

Recommendations of the Sub-Committee on Tribal Welfare Regional Seminar at Kodai-Kanal—April, 1957

The note on Tribal Welfare circulated to the delegates along with circular No. 100 (25)/57-PRG, dated the 27th March, 1957 issued by the Ministry of Community Development with the concurrence of the Ministry of Home Affairs formed the basis for discussion by the Sub-committee. The Sub-committee made the following recommendations after a discussion of various matters regarding the working of the Special Multi-purpose Projects with special reference to the difficulties likely to crop up in the execution of the programmes. The recommendations are being made with a view to facilitate a satisfactory implementation of the programmes, during the remaining four years of the project.

1. Literature on Community Development should be made available to each of the blocks as soon as possible. Some delegates complained that the blocks in their districts had not received the requisite literature issued by the Ministry of Community Development.

2. Priority should be given to these Multi-purpose Projects in the matter of allotment of jeeps, mobile health vans and other equipment over other blocks in the State. The Development Commissioners should be requested to ensure that these blocks did not suffer for want of necessary equipment.

3. It is felt that the existing provision of Rs. 1 lakh as loan for staff quarters is inadequate in view of the fact that these blocks would have 11 more members on their staff. The cost of construction is also likely to be higher in these difficult areas. It is accordingly recommended that this amount should be raised from Rs. 1 lakh to 2.25 lakh ; the additional amount could be taken off from the loan item of Rs. 3.5 lakh under the head irrigation, reclamation and soil conservation.

4. It is recommended that residential building for the staff should be of as simple a pattern as possible in keeping with the standard and style prevalent in the tribal areas. The maintenance of these residential building would be the responsibility of the P. W. D. of the State, even if they did not conform to the approved specifications of the department.

5. As regards the buildings for public purposes, *e.g.* schools, dispensaries, etc., it is felt that the village panchayats should be

helped with funds for their construction with indigenous local material available in the area. These buildings could be treated as the property of the village panchayats who would be responsible for their maintenance.

6. It was represented by the members of the Sub-committees that it had not been possible to post the full complement of staff owing to difficult conditions of life in these areas and people were not generally willing to go and work there. It is, therefore, necessary to provide some incentive in the form of special pay equivalent to 25 per cent of their basic salary. This should be in addition to other allowances, if any, to which they might be entitled if they had been working in any other areas. Additional expenditure involved on this account would be subject to the over all ceiling of the expenditure provided in the schematic budget for these Multi-purpose Projects.

7. An orientation course of training lasting for a period of six weeks is necessary for the staff working in these blocks. This training may be imparted at suitable places in the State where some good work for the welfare of the tribal people had already been done. This training may be imparted in two batches, so that half of the staff may remain in the field for work, while the other half goes for training.

8. It was suggested by a number of the Sub-committee that in some blocks it might be necessary to increase the number of V.L.Ws. in view of the fact that the area in a V.L.W. circle would be much too large for efficient supervision. It is, therefore, recommended that such additions in the number of V. L. Ws. might be permitted by the development Commissioners subject to the over all ceiling of the establishment budget.

9. As the usual type of school would not suit the conditions of the tribal area, it would be necessary to set up institutions of the Ashram type schools, as has been done in Bombay and Bihar States with the help of voluntary organisations. It is, therefore, recommended that, wherever possible, the State Governments should encourage the establishment of such schools in the tribal areas.

10. In order to improve the economic conditions of the tribal people Forest Cooperative Labour Societies have been formed in Bombay State, with some success, with the help of the voluntary

organisations. It was felt that such societies should be started by other States as well, however possible.

11. Encouragement should be given to the local arts and cultural programmes which are the special features of the tribal area. Such encouragement would not only develop a corporate life among the tribal people, but would also help the extension officers in establishing necessary contacts with tribal people.

12. The minimum percentage of people's contribution prescribed in a normal development block is 25. In view of the fact that the number of basic items of work indispensible for these Multi-purpose Projects would be considerably large and the general condition of the tribal people is very poor, it would generally not be possible to obtain people's contribution to the extent of 25 per cent. It is, therefore, felt that it to necessary to lower this percentage, or even to do away with people's contribution altogether in exceptional cases. It is, therefore, recommended that the District Officer should be authorised to lower the percentage upto 10 in suitable cases. In cases where he considers necessary that the percentage should be lower further, or no contribution should be insisted upon, the Development Commissioner should be authorised to accord such sanctions. These recommendations should apply not only to the Special Multi-purpose Blocks, but also to other Development Blocks in the tribal areas.

13. Tribal people in Multi-purpose Projects as well as NES and C. D. Blocks are being given loans for different items. In addition certain departments of State Governments are also giving them loans for other purposes. It should be the responsibility of the Project staff to see that total loans taken by a tribal person at a time are not beyond his means of repayment on due dates.

14. It was felt that payment of subsidies to tribal persons in the multi-purpose projects would be necessary in order to enable them to undertake various items of improvement at a sufficiently fast pace. Such subsidies should, however, be gradually reduced so that they would not be treated as a permanent feature.

II. (h) TRIBAL WELFARE

(i) General considerations to be borne in mind in the formulation of the programme for the Adivasi areas as outlined in the Agenda Notes were endorsed by the Conference. The Conference also felt that the staff employed in the tribal blocks should have

some basic understanding of every item of the development programme. They should be imparted such basic training in all the subjects at the Extension Training Centres in addition to the training in their respective specialised fields.

(ii) It was not necessary to employ Multipurpose Extension Officers in these blocks, as a rule, but if at any stage adequate number of subject-matter specialists were not available, there was no objection to having Multipurpose Extension Officers dealing with all kinds of programme in specific areas of the block.

(iii) In regard to the Special Multipurpose Tribal Blocks to be financed jointly by the Ministries of Community Development and Home Affairs the following special recommendations were made :—

(a) Preliminary surveys of the blocks and the formulation of the overall programme should be finalised within the next three months, where it has not already been completed.

(b) In order to induce officers to go and serve in the Tribal areas, provision of certain minimum amenities at the block headquarters was of the utmost importance. Having regard to the comparatively larger staff provided for these Special Multipurpose blocks the provision of Rs. 1 lakh for construction of staff quarters as laid down in the schematic budget was considered to be inadequate and should be raised to 1.5 lakhs. There may be two types of quarters, one for permanent staff and the other for temporary additions to the permanent staff.

(iv) The other recommendations made by the Sub-committee on Tribal Welfare of the Regional Seminar held at Kodaikanal in April 1957 (Appendix IV) were considered and generally endorsed.

(v) The minimum programme in the various fields as outlined in the Agenda Notes was generally approved subject to following modifications in the various fields :—

Agriculture

(a) The entire provision for irrigation, reclamation and soil conservation, in the schematic budget may be treated as a grant-in-aid instead of loan because the economic conditions of the Adivasis was not such as to enable them to take loans.

(b) Higher priority should be given to minor irrigation and terracing.

(c) The term "agricultural leaders" with reference to their proposed training, should be substituted by "progressive farmers."

(d) Instead of organising altogether new youth clubs, full use should be made of the existing youth or other social institutions such as Moram and Kabang etc.

(e) The agricultural requirements of the tribal areas should be thoroughly investigated and catered for through the establishment of Special Agricultural Research Centres.

Cottage Industries

Wherever possible, village oil ghanies, and Ambar Charkha, or better type of looms, or improved hand-charkhas, should also be introduced.

Education

(a) Suggestions regarding provision of peripatetic teachers, and creches in the schools were considered premature at this stage of development.

(b) In view of their heavy load of work, the Gram Sevaks will not be able to give intensive coverage in these blocks. Village school teachers should, therefore, give more assistance to the Gram Sevaks and they should function as Assistant Gram Sevaks after some extension training.

(c) The mid-day meal provided at the schools should supplement the ordinary diet by providing for adequate nutritive and protective food element.

(d) Suitable arrangements be made for periodical health examination of the students and their personal hygiene should receive special attention.

(e) In view of their special role in tribal areas, proper care should be taken in selecting the right type of teachers for schools and also for giving them suitable multi-purpose orientation training. The schools should be properly equipped and supervised.

Health

Health Sub-Centres, instead of functioning only for purposes of maternity aid, should function also as general Sub-Health Centres.

Social Education

(a) Efforts should be made to produce all text-books in tribal languages as far as possible.

(b) In order to make the library attractive, popular books in tribal languages should be produced.

(c) Pictorial charts which have a special appeal should be produced on important topics and widely distributed.

(d) Wherever possible, Devanagri Script may be used in preparing books in tribal languages.

Animal Husbandry

(a) Every block should be provided with a veterinary hospital and 4 to 6 stockmen centres.

(b) Development of poultry, piggery, sheep and pisciculture, should be given priority.

Communications

(a) Grants from project funds should be used only for masonry work such as culverts, bridges, causeways, etc., earth-work being done through Shramdan.

(b) Wherever new bridle-paths are taken up, the alignment should be made by engineers so that the same paths could be ultimately developed into jeepable roads,

Cooperation

(a) Formation of multi-purpose Cooperative Societies, including agricultural marketing cooperative should be promoted. Forests cooperatives should receive priority.

(b) Preservation of food is an important item, and, wherever possible, cooperatives for food preservation may also be formed.

(c) State Governments should take steps to investigate the problems of indebtedness of tribals, and initiate legislation for the redemption of their debts.

Housing

Construction of new houses should be linked with the allotment of land for the tribals, that is, new houses should be constructed only for those persons who would be asked to settle on new land allotted to them. The houses should not cost more than

Rs. 1,000/- of which Rs. 250/- should be contributed by the beneficiaries in the form of labour, the balance being paid in the form of building materials. In the remaining areas the programme should be confined to the improvement of the existing houses by providing windows, ventilation, etc.

General

The Conference recommended that an All-India Seminar exclusively devoted to problems of tribal welfare be held early next year.

(i) MEDICAL AND PUBLIC HEALH

Notes

I. Administrative Co-ordination

This may be considered under the following heads :—

(a) Co-ordination between the Development Department and Health Department ; and

(b) Co-ordination between the Preventive and Curative aspect of health services.

(a) Co-ordination between the Departments of Health and Development

Even though it has been clearly laid down that the Development Commissioner is responsible for co-ordinating various activities of the different technical departments and that the initiation and responsibility for the development of the programme will be with the technical department, yet there is still a feeling today in some States that the Health Department is not being fully brought into the picture. The Administrative Medical Officers of the States feel that they should be brought more closely into the picture during the stages of allocation of budget and at the time of the working out the details of the programme. In a few States, even today, the staff employed for health services in the community development areas are not borne on the cadre of the Department of Health. In some places the pay scales of health staff employed by the Development Department in community development areas are different from those paid by the Health Department. This has created difficulties for the Health Department at the time of the normalization

and has caused some hardship to the staff with regard to seniority, pay and allowances. This state of affairs is existing in spite of the fact that a unanimous decision was taken at the Fourth Development Commissioners' Conference in Simla that the medical and public health staff should be borne on the cadre of the Health Department. It is felt that greater coordination both at the State and District Level and administrative efficiency can only be maintained if there is full coordination at these levels and the entire staff is on the cadre of the Public Health Department. Of course, for the period of intensive development the staff would, naturally, be under the administrative control of the Development Department.

In a few States the medical officer posted in the community development area is a gazetted officer, but he has to work under a Block Development Officer who happens to be a non-gazetted officer. This administrative snag can be corrected by appointing gazetted officers as Block Development Officers.

Some States have not yet demarcated the area into blocks. This creates a little difficulty for the Administrative Medical Officer regarding location of Primary Health Centres. It is necessary that a decision should immediately be taken and the whole State demarcated into different blocks, so that the District Medical and Health Officers can decide about the location of Primary Health Centres in consultation with the Deputy Commissioner/Collector. This arrangement would obviate the time lag which now occurs after the allocation of blocks for the siting of the Primary Health Centre.

(b) *Co-ordination between the preventive and curative aspect of health programe*

In majority of States, there is integration of the curative and preventive health services at the State Level but in a few States like Bombay, Madras, Andhra and Mysore, these two departments continue to work separately at the State Level. Health Programme in the community development area is of integrated pattern combining curative and preventive health services and as such, it is desirable that the technical control should be vested with one single authority. The States of Bombay, Mysore and Andhra have agreed that the health services in the community development area will be under the technical control of the Health Department. The chief difficulty in those States where there is no

integration at the State Level lies in the fact that the training of medical officers, nurses, sanitary inspectors, auxiliary nurse-midwives and compounders is carried out by the Medical Department, as all the hospitals are under the control of the Medical Department. This means that the Director of Public Health is entirely dependent upon his colleague on the medical side for training of these personnel and also for the loan of medical officers to man the Primary Healh Centres. The head of the Medical Department would, naturally, give preference to staffing his own dispensaries.

All these above factors stand in the way of successful development of the programme.

II. Programme and Services :

The minimum programme during the N. E. S. stage when funds are extremely limited and later when it is converted for its intensive development is indicated below :—

National Extension Service Blocks :

1. General cleanliness of the villages,

2. Construction of new wells or sanitization of old wells. It would be preferable to install handpumps in these wells. Before installation of handpumps, it will be necessary to ensure the maintenance of these pumps as they generally get out of order. When handpumps are provided the wells will, naturally, have to be covered and it is necessary to provide an opening in the cover with a lid, so that in case of break-down of the handpump, people can draw water out of the opening in the cover. If such an arrangement is not made, people will, naturally, draw water from other doubtful sources. It will be essential to make adequate provision for disposal of sullage water as there is a great deal of spillage near the wells. Periodical tests of drinking water in villages should be carried out.

3. Improvement of existing dispensaries.

4. Provision of rural medicine chest for each V. L. W. circle and arrangement for refilling these medicine chests.

5. Construction of sanitary latrines and urinals with priority for primary schools and community centres.

6. Construction of soakage pits for disposal of house-hold sullage water.

7. Construction of ventilators to admit light and air in the homes.

8. Construction of smokeless chullas to prevent discolouration of the rooms and irritation to the eyes of the inmates.

9. Pavement of village lanes and construction of drains.

10. Segregation of cattle from the human beings.

11. Control of communicable diseases.

12. Health Education.

13. Formation of Health Committee in each village,

14. Organisation of Health workers' Camps by rotation in every V. L. W. circle.

Community Development Blocks

In addition to the above, the following should be developed :—

1. Primary Health Centre with three maternity sub-centres in each block.

2. Family Planning Programme (it should be integrated with maternal and child health programme.)

3. Training of local untrained dais.

4. Involvement of voluntary organisations; particularly women's organisations (Mahila Mandals) for the development of health programme, particularly Environmental Sanitation.

5. School Health.

6. Greater emphasis on Health Education.

7. Collection of vital statistics.

The above programme has been drafted taking into consideration the State and Central Health Ministry's Plans. This programme does not overlap with any other programme.

It may be mentioned that few States have not yet established Primary Health Centres and maternity sub-centre in the community development blocks. It was one of the recommendations of the Development Commissioners' Conference held in Simla in 1955. It is requested that immediate action may be taken in this direction, as the Primary Health Centre is the pivot from which all health services have to radiate into the villages.

Services :—The main services to be provided for the people in the community development area are :

1. Medical relief ;
2. Maternal and child health care including family planning ;
3. School Health ;
4. Health Education ;
5. Environmental sanitation with priority for provision of safe water supply and hygienic disposal of human excreta ;
6. Control of communicable diseases with priority for malaria ;
7. Collection of vital statistics.

Apart from these services, special services such as the National malaria and Filaria Control, B.C.G.and Tuberculosis control, Leprosy and venerseal diseases control are being tackled on an All-India basis. These specialised services are being carried out in the community development areas wherever these are a problem. A decision has been taken that when these special diseases have been brought under control these would form part of services rendered by the Primary Health Centre for maintenance of these services.

It is gratifying to record that particular emphasis is being laid on development of family planning clinics in the rural areas. It is proposed to develope 2,000 such clinics in the rural areas and these would be integrated with the Primary Health Centres on a phased pattern during the Second Plan period. Substantial financial assistance has been offered by the Union Health Ministry for this programme. It is expected that the State Governments will take full advantage of this programme which is essential for better health and better economic development of the people.

In the field of environmental sanitation, a sum of Rs. 28 crores has been provided by the Central Health Ministry for the National Water Supply and Sanitation. The State Governments have been asked to submit their plans. It is suggested that the District Development Officers may consider the possibility of co-ordinating funds for this purpose along with the funds provided under the community development, district board and the tribal welfare and submitting comprehensive schemes for execution. A similar

suggestion is made for certain blocks which are inhabited by the tribals and scheduled castes where additional funds have been provided under the welfare schemes for these people. For the construction of individual wells, latrines and urinals, it is essential that the District Development Officers should obtain from the State Health Department copies of blue-prints of these items and supply these to the Block Development Officers, so that the construction of these amenities is in confirmity with the public health principles.

It has been noticed that in spite of large number of primary schools that have been established during the period of the programme, very few have been equipped with a sanitary latrine and a urinal. It is recommended that every primary school must have these facilities which are essential for inculcating hygienic habits in school children and can also serve as demonstration to the other villagers.

W.H.O. and U.N.I.C.E.F. have agreed to give aid towards the development of health services for those NES blocks that are being converted for intensive development during the Second Plan period. An allocation of $ 842,000 has been approved for the year 1956-57 for 250 NES Blocks that have been converted for intensive development during the first year of the Second Plan. This aid is for the Primary Health Centres and maternity sub-centres, school health, and for improvement of referential services at the Secondary/District Hospitals. The aid would consist of Jeeps, Frigidairs, Sterilizers, Microscopes, Public Health Nurses' and Midwifery kits, Bicycles, equipment and supply of pipes, etc. for water supply in schools, drugs and diet supplements, etc. The utility of a vehicle for carrying health services into the homes of the people cannot be over-emphasized. It is presumed that the expenditure on account of the services of a driver and for oil and petrol, etc. would be readily provided by the State Governments. To receive this aid, it is essential that the State Governments provide adequate building for the Primary Health Centre and maternity sub-centres and accommodation for the staff as early as possible.

The representatives of the W.H.O. and U.N.I.C.E.F. are touring different States to discuss the details with the Health and Development Departments. This will help the international organisations and the State Governments to execute the 'Plan of Operations'.

Post-intensive Phase :—According to the programme it has been agreed by all concerned that the services developed during the intensive period of community development will be maintained by the State Government after normalization. Unfortunately in some States, staff and services developed during the intensive period have been curtailed after normalization and this has not been favourably looked upon by the people who participated in the development of these services. Further such an action is bound to stand in the way of successful development of our programme in future and damp the enthusiasm of the people. In the post-intensive phase, there should be a regular arrangement for maintaining the public health services that have been developed and also for further pursuing the minimum items of the programme like the general cleanliness of the villages, construction of sanitary latrines and urinals, construction of soakage pits, improvement of ventilation and lighting of the houses, construction of smokeless chullas, separation of the cattle from the human beings, etc. Provision and refilling of the rural medicine chests should be taken up on permanent basis.

One of the most important points that must be decided before the intensive period comes to an end is the necessity of making adequate budget provision for maintenance of these services in the post-intensive period. The Development Department in consultation with the Health Department should finalize arrangements well in advance for the smooth transition from the intensive to the post-intensive phase. The maintenance of health services developed during the intensive period must receive the highest priority in the State's Health Plans.

III. Personnel and Training.

The minimum staff required for the health services in the community development area is :—

1.	Medical officer	1
2.	Compounder	1
3.	Lady Health Visitor	1
4.	Midwives	4
5.	Sanitary Inspector	1
6.	Class IV Staff	2

It is a matter of great concern that even this minimum staff is not yet in position in all the primary health centres and maternity

sub-centres, developed since the beginning of this programme. With regard to the reluctance of the medical officers to go to the rural areas, attention is invited to the recommendations of the Development Commissioners' Conference held in Simla, 1955 and Naini Tal, 1956.

"To attract medical staff to rural areas, the following amenities should be extended to them—

(a) security of tenure ;

(b) provision of residential accommodation ;

(c) reasonable non-practising rural allowance ;

(d) attractive pay scales ; and

(e) transport facilities.

A jeep for the use of the medical staff was considered essential and should be provided."

For some reasons, some States have not been able to implement these recommendations.

As regards the women personnel like the lady health visitors, auxiliary nurse-midwives and midwives, the reason has been the non-availability of suitable persons with certain minimum qualifications which are essential for training. In spite of these difficulties, most of the State Governments have made commendable efforts both in procurement of these categories of personnel and augmenting the existing training programmes and in establishing additional training facilities. For the training of lady health visitors and auxiliary nurse-midwives substantial financial assistance is being offered by the Union Health Ministry. It is requested that those State Governments which have not yet taken full advantage may do so immediately. It is further suggested that efforts should be made for training of auxiliary nurse-midwives at the district level, so that girls can be recruited from the rural areas and after training they will not hesitate to return to the rural area for service. It has been noticed that the girls trained in big towns and cities sometimes hesitate to return to the rural areas after having experienced certain amenities of life like electricity, pipe water supply, adequate disposal of human excreta, etc. apart from the recreational facilities.

For the training of untrained dais who are carrying on domiciliary midwifery in the villages, the Union Health Ministry have

forwarded a scheme to all State Governments and offered financial assistance. It is requested that State Governments should take full advantage of this offer.

As regards shortage of sanitary inspectors, it is recommended that the State Governments may start training of sanitary inspectors in their own States, specially if they have a medical college. While training sanitary inspectors, it may please be borne in mind that unless stipends are given and a bond obtained from the candidates, they may go and seek jobs in some other States which may offer better scales of pay.

Orientation Training Centres :—Three centres have been established on a regional basis at Najafgarh (Delhi), Singur (Calcutta) and Poonamallee (Madras). The object of establishing these training centres was to give orientation to the medical and public health staff that are working or may have to work in the community development area, in the basic philosophy of the Community Development Programme and the methodology of approach of the people to seek their acceptance and participation in development of health services and improvement of environmental sanitation for better living. State Governments have not taken full advantage of these facilities. The Union Health Minister in her inaugural address at the Central Health Council meeting at Ranchi in December, 1956 made a special reference to this training and asked the State Ministers of Health to utilize these training facilities to the maximum.

Seminars :—So far in all our conferences and seminars attention has been devoted and quite rightly, to better production; but the time has come to consider seriously that prevention of disease and promotion of health are necessary for our people, if they have to exercise fully "the right to live". I will strongly suggest that intra-State Seminars of all the District Medical & Health Officers and doctors working in the community development areas should be held in each State. In these seminars Development Commissioner/Deputy Development Commissioner and one or two District Development Officers should also be present. Such a seminar has been held in one or two States already and the results have been most encouraging. The discussion have resulted in bringing health staff closely into the picture and have ironed out certain problems of administrative co-ordination.

Training in Public Health & Environmental Sanitation at the Extension Training Centres

As is well-known that the V. L. W. is our key-man in the development of this multi-purpose programme. It is he who has to develop the 'felt-needs' of the people. As such it is absolutely essential that he should be properly trained in the fundamentals of public health and environmental sanitation. State Departments of Health & Development should ensure that adequate arrangements have been made for this training and that a whole time medical officer with public health experience is put in charge of the training. At present in some centres partime doctors or sanitary inspectors are in charge of this training which is not considered satisfactory. Further it has been noticed that in a number of Extension Training Centres, adequate sanitary facilities are not provided for the trainees to practice what is preached to them in the class-room. These Extension Training Centres should be provided with different types of sanitary latrines which they can use during their stay at the centre, so that they are in a position to promote the development of these sanitary latrines in the field where they will be deputed for work.

Budget :—During the N.E.S. stage a sum of Rs. 10,000/- for recurring and Rs. 30,000/- for non-recurring has been provided. With this amount only the very minimum programme can be developed as outlined above. Here the question of priority will have to be decided by the Director of Health Services of the State concerned taking into consideration the existing medical and health facilities in the block concerned. It is difficult to lay down any targets because the programme would depend upon the 'felt-need' of the people and the existing facilities. During the period of intensive development when the block is converted into community development the pattern of expenditure has already been indicated in the pink pamphlet (letter No. CPA/13(18)/P/56, dated July 10, 1956). The funds provided both during the N.E.S. and community development stage are nucleus funds which have to be utilized to draw people's participation into the programme. If the health services have to develop satisfactorily, then it would be necessary for the State Government to supplement these services out of their own budget. The Plan provision of the Central Health Ministry is for schemes on an All-India basis like Malaria, Filaria, Venereal Diseases, Leprosy and Tuberculosis Control, Family Planning and for aiding the State Governments for improving the

existing hospital facilities in the urban areas and for various training and research programmes. In addition, the Central Health Ministry has also National Water Supply and Sanitation Programme.

NOTE ON FAMILY PLANNING

1. The objective of successive Five Year Plans is "to promote a rapid rise in the standard of living of the people." The Ministry of Community Development is gradually Developing social, cultural and economic advancement of the people in rural areas where over 80% of the people live. The challange of population problem however seriously threatens plans of building up a new India. During the First Five Year Plan period National income increased by 18% and per capita income by 11%. But still the number of unemployed is estimated to be over 5 million, under employed 20 million and additional seeking employment each year 2.5 million. According to Ansley J. Coale and Edgar M. Hoover (*Population growth and Economic Development in India 1956-86*) if the birth rate remains unchanged the population projection for 1986 may reach 775 millions about double the 1956 figure.

It is widely recognised that a decline in birth rate in India will produce greater income per adult consumer and the success of the schemes of development will be hampered if vigorous action is not taken to reduce the birth rate. The family planning programme "promotes, as far as possible the growth of the family as a unit of society in a manner designed to facilitate the fulfilment of those conditions which are necessary for the welfare of this unit from the social, economic and cultural point of view".

The main objective of family planning programme at present however is "to stabilise the population at a level consistent with national economy" *i.e.* vigorous campaign for reduction of birth rates.

Family Planning Programme

2. A provision of Rs. 497 lakhs—Rs. 400 lakhs at the Centre and Rs. 97 lakhs in States has been made for family planning programme in the Second Five Year Plan. In the Health Ministry a high powered Family Planning Board has been formed with Union Health Minister as Chairman. The Board has appointed

a Standing Committee with Secretary, Ministry of Health as Chairman to implement the policies formulated by the Family Planning Board and to secrutinise the various proposals relating to Family Planning Schemes. An Officer on Special Duty has been appointed in the Directorate General of Health Services who is the Secretary of Family Planning Board and Standing Committee.

3. The Government of India have suggested to each of the State Government that they should appoint a Family Planning Officer who will be paid by Central Government for a period of three years. It is hoped that each State will soon appoint a Family Planning Officer and set up a State Family Planning Board.

4. Family Planning Programme is essentialy a four-pointed action programme. The four important activities are SERVICE, TRAINING, EDUCATION & RESEARCH. The provisional figures of expenditure are :—

Service	Rs.	373.25	lakhs
Training	Rs.	15.75	,,
Education	Rs.	50.00	,,
Research	Rs.	50.00	,,
Central Organisation	Rs.	8.00	,,

During the plan period it is proposed to open 500 clinics in urban areas and 2,000 clinics in rural areas. Each clinic will serve a population of 50,000 in urban and 66,000 in rural.

5. Details of expenditure for one centre in rural and urban area are as follows :—

		Urban	Rural
Non-recurring	Equipment, Furniture, Publicty Material etc.	Rs. 2,000	Rs. 500
	Contraceptive for sale	Rs. 500	Rs. 500
Recurring	1 woman doctor & 1 part-time male doctor.	Rs. 5,000	—
	1 Health Visitor or Social Worker or Field Worker	Rs. 3,000	Rs. 3,000
	1 peon	Rs. 1,000	—
	Foam tablets for free distribution to those whose income is Rs. 100/- p.m. and less	Rs. 1,000	Rs. 1,000
	Contingencies.	Rs. 500	Rs. 1,000
	Total	Rs. 13,000	Rs. 6,000

Part-time doctors will be employed wherever necessary. Doctors so employed will normally be required to undergo a short course of four weeks training. Two rural centres each State and one in each Centrally administered area will be provided a whole time woman doctor.

6. In the staff mentioned a medico-social worker was originally required to possess M.A. degree or Diploma in Social Science and a Public Health Nurse B.Sc, in nursing. It has now been decided that where trained worker with requisite qualifications are not available matriculates as field workers for rural areas (basic pay Rs. 100-150) and graduate workers in urban areas (basic pay Rs. 150-225) with experience of Community and Social Work can be employed.

7. The methods acceptable in other countries do not seem to be of general application in India at present except for upper economic groups in urban population. There are reasons to believe that one of the possible acceptable contraceptives is a foam tablet. These tablets will therefore be offered free at the clinics to those whose income does not exceed Rs. 100/- p.m.

8. The pattern of financial assistance to State Governments and Local Bodies is as follows :—

Non-recurring : 100 %

Recurring : First year 80%, Second year 70% third year 50%, fourth year 30% and fifth year 20%

The grants to voluntary organisations will be sanctioned on the merits of each case. These grants may be 100% of the non-recurring and 100% in the first year and 80% in the second year of the recurring expenditure.

9. Trained personnel are essential for the success of any programme. As an interim measure *ad-hoc* training courses have been conducted so far in different parts of India. A training and Research Centre is shortly going to start functioning in Bombay. A rural training centre s being developed in Ramanagram. Gradually a training centre will be developed in each State. For the present six regional centres in the States will be started. Stipends during the training period will be paid to all trainees in these centres.

10. An extensive educational programme with the aid of all resources and methods is envisaged. Educational material will be tested and modified to suit the requirements. It is proposed to public a Popular Journal in major India languages and be made available for sale at a moderate price. It is also proposed to public a Scientific Journal on Family Planning.

11. The medical and biological research is being undertaken by the Indian Council of Medical Research. A number of field studies are being carried out. Studies on attitudes and motivations affecting fertility and economic and social determinants of population trends and long range effect of family planning will be undertaken. The Government of India have also sanctioned the establishment of a Demographic Teaching and Research Centre at Bombay in collaboration with Sir Dorabji Tata Trust.

12. A contraceptive Testing Centre has been established in Bombay. This centre is also developing a foam tablet.

13. This is briefly the family planning programme. The help of Ministry of Community Development will be required in each activity of the family planning programme.

Ministry of community development and family planning programme

14. The following are some suggestions which can help in the implementation of family planning programme :—

(i) Every Primary Health Centre should give family planning advice. Proposals for opening 84 family planning clinics in rural areas have so far been approved. These include 74 by State Governments and 10 by Voluntary Organisations. Proposals for 216 rural clinics are still awaited. A proposal for 84 rural clinics from Madras State is under consideration. It is reported that about 984 Primary Health Centres have already been opened in different States. Family Planning Clinics can be opened in 290 selected Primary Health Centres (10 additional clinics already approved for voluntary organisations may be opened by them). Every effort should be made that these clinics are started by June 1957. Hundred Community Development Blocks are being specially attended by Central Social Welfare Board. Primary Health Centres in

these blocks should be given preference for opening family planning clinics.

(ii) Two rural clinics in each State and one rural clinic in each Centrally administered area is being provided with whole time woman-doctor. These clinics may be started as pilot schemes. Thought has to be given to the problem as how the message of family planning can reach every rural home ; unless this is done the control of population, which is vitally necessary for raising the standard of living, cannot be effectively carried out.

(iii) The requirement of trained persons for family planning clinics in the Primary Health Centres may be worked out so that wherever there is shortage steps may now be taken to meet it.

(iv) Family Planning should be included in all Community Development education programmes *e.g.* in information centres, inter and intra—State Seminars.

For effective utilization of this programme small committees at Primary Health Centre level can be formed where they do not already exist. These should include leadership of all available agencies like Central Social Welfare Board, Community Development or N.E.S. Blocks, Education, Agriculture and Panchayat.

(v) Any other suggestions for the implementation of the plan should be intimated to Family Planning Organisation.

(vi) Closests collaboration is essential between Ministry of Community Development and Family Planning Organisation at all levels "to kindle a desire for a better way of life" and to secure health and happiness for the family and community.

APPENDIX G

PHASING OF FAMILY PLANNING CLINICS IN RURAL AREAS DURING SECOND FIVE YEAR PLAN ON POPULATION BASIS (ONE CLINIC PER 1.6 LAKHS OF POPULATION)

	1956-57	1957-58	1958-59	1959-60	1960-61	Total
Andhra	9	18	26	53	70	176
Assam	3	6	9	17	23	58
Bihar	13	25	38	75	101	252
Bombay	12	23	35	69	93	232
Kerala	4	8	12	23	31	78
Madhya Pradesh	8	15	23	46	62	154
Madras	8	15	23	45	61	152
Mysore	5	10	14	29	38	96
Orissa	5	9	14	28	38	94
Punjab	5	9	13	26	35	88
Rajasthan	4	9	13	26	34	86
Uttar Pradesh	18	37	55	110	146	366
West Bengal	6	12	18	39	49	124
Jammu & Kashmir	—	3	4	6	9	24
Delhi	—	—	—	1		2
Himachal Pradesh	—	1	1	2	2	
Manipur	—	—	1	1	2	4
Tripura	—	—	1	1	2	4
Pondicherry	—	—	—	1	1	2
Andaman	—	—	—	—	2	2
Grand Total	100	200	300	600	800	2,000

APPENDIX H

ADDITIONAL NUMBER OF RURAL FAMILY PLANNING CLINICS THAT MAY BE OPENED DURING 1956-58 AND THE NUMBER OF PRIMARY HEALTH CENTRES IN EACH STATE.

S. No.	State	Number of Clinic reported to have been included in State Plans	Number of rural clinics to be opened, in addition to those in previous Column	Number of Primary Health Centres.
1.	Andhra	1	25	29
2.	Assam	—	9	110
3.	Bihar	—	35	79
4.	Bombay	6	26	39
5.	Kerala	15	—	5
6.	Madhya Pradesh	—	22	84
7.	Madras	—	22*	103
8.	Mysore	—	15	39
9.	Orissa	—	14	36
10.	Punjab	1	12	34
11.	Rajasthan	25	—	18
12.	Uttar Pradesh	30	20	239
13.	West Bengal	2	16	60
14.	Jammu & Kashmir	—	—	3
15.	Delhi	1	—	3
16.	Himachal Pradesh	—	—	95
17.	Manipur	—	—	1
18.	Tripura	3	—*	
19.	Pondicherry	—	—	—
20.	Andaman etc.	—	—	6
	Total :—	84	216	984

* Madras Government sent the proposal for opening of 84 rural clinics, and Tripura for 9 rural clinics.

APPENDIX I

STATEWISE NUMBER OF RURAL FAMILY PLANNING CLINICS APPROVED SO FAR SINCE 1956

State	Number of rural Clinics approved to be opened by		Total
	State Govt.	Voluntary Organisation	
Andhra	—	1	1
Assam	—	—	—
Bihar	—	—	—
Bombay	3	3	6
Kerala	13	2	15
Madhya Pradesh	—	—	—
Madras	—	—	—
Mysore	—	—	—
Orissa	—	—	—
Punjab	—	1	1
Rajasthan	25	—	25
Uttar Pradesh	30	—	30
West Bengal	—	2	2
Jammu & Kashmir	—	—	—
Sub-total :—	71	9	80
Delhi	—	1	1
Himachal Pradesh	—	—	—
Manipur	—	—	—
Tripura	3	—	3
Pondicherry	—	—	—
Andaman etc.	—	—	—
Sub-total :—	3	1	4
Grand Total	74	10	84

MAIN RECOMMENDATIONS AND CONCLUSIONS

1. Administrative Co-ordination

(a) Co-ordination between the Development Department and Health Department

(i) The Conference recommended that there should be very close co-ordination between these two Departments at all levels viz ; State, District, and Block, and that the technical officers at the District level should be consulted at the time of planning and allocation of funds.

(ii) The Block Medical and Health staff should be borne on the cadre of the Medical & Health department, so that there would be no difficulties and hardships to the staff, when they are taken over by that department at the post intensive phase.

(iii) State Governments, who have not done so, should take early steps to demarcate their areas into blocks, so that there would be no difficulty in setting up medical institutions and services, as soon as allotment of blocks is made periodically to the State Government by the Ministry of C.D.

(b) Co-ordination between the preventive and curative aspect of health programme

The Conference recommended that early steps should be taken for the integration of curative and preventive health services at the State level in those States where this has not been done so far, and further that the technical control of medical and public health services in the block should vest in one single authority.

2. Programme and Services

(i) The minimum programme during the N. E. S. and C. D. stages as outlined in the Agenda Notes was approved and it was recommended that even in the N.E.S. stage, items of family planning & collection of vital statistics be taken up.

(ii) The need for establishment of primary health centres, and maternity sub-centres in those C.D. Blocks, where these institutions have not been set up so far was emphasised.

(iii) *Services*

The provision of the following services in each C.D. Block was agreed to.

1. Medical relief ;
2. Maternal and child health care, including family planning.
3. School Health.
4. Health Education.
5. Environmental sanitation, with priority for provision of safe water-supply and hygienic disposal of human excreta.
6. Control of communicable diseases with priority for malaria.
7. Collection of Vital Statistics.

(*iv*) *Family Planning*

Special emphasis on this programme should be laid in the interest of the 'Nations' health and economic development. It was recommended that State Governments should take full advantage of the Family Planning Schemes, and financial assistance offered by the Central Ministry of Health.

(*v*) *Post-intensive Phase*

State Governments should have definite forward planning in respect of continuation of medical and health services started during the intensive development period. For this purpose, it would be necessary to make adequate budgetary provision, so that services will not suffer for lack of finance after the intensive period over.

3. Personnel and Training

(i) The minimum technical staff, as mentioned below, should be put in position in the community development areas, as early as possible :—

1.	Medical Officer	1
2.	Compounder	1
3.	Lady Health Visitor	1
4.	Midwives	4
5.	Sanitary Inspector	1
6.	Class IV staff	2

(ii) The Central Ministry of Health may make an *ad hoc* allotment of Rs. 30,000/- for providing residential quarters for the staff attached to the primary health centre.

(iii) State Governments should take early steps to review the requirement of personnel, particularly women personnel like the lady health visitors, auxiliary nurse midwives, midwives, and take all necessary steps to augment the existing training centres or consider the question of setting up additional training centres.

(iv) Training of untrained dais who were carrying out domiciliary midwifery in the villages should be taken up. For this training programme, the Central Ministry of Health have formulated a scheme giving substantial financial assistance. State Governments should take full advantage of this offer.

(v) Orientation Training Centres : State Governments should take full advantage of the Orientation Training centres by deputing medical and health personnel according to the pattern circulated by the Central Health Ministry.

(vi) Seminars : Intra-State Seminars of District Medical and Health Officers and other staff working in the community development areas should be held. In these Seminars, Development Department should be actively and directly associated.

(vii) Training in Public Health & Environmental Sanitation at the Extension Training Centres : A whole-time medical officer, with public health orientation, should be appointed at the extension Training Centres, so that adequate training in the fundamentals of public health and environmental sanitation is given to the trainees. Adequate sanitary amenities should be provided at these Centres for the traineess to practise what is preached to them in the class room, and what they were expected to preach to the villagers.

(J) Programme of 'Communications' in the CD/NES areas

NOTES

I. The Nagpur Plan and Development of Rural Roads :

The Nagpur Plan, formulated in 1943 visualised that in 20 years time (*i. e*, by the end of the Second Five Year Plan) no village in a well developed agricultural area should remain more than 5 miles from a main road. This is also the recommendation made by the Estimates Committee (item No. 10 of the Summary Part IV). With the progress achieved on the construction of new surfaced roads and low type roads during the First Five

Year Plan, and with the programme of investment during the Second Five Year Plan it is hoped that the target for road mileage proposed in the Nagpur Plan would be practically reached by 1960-61 (page 476 of the Second Five Year Plan).

The Development of rural roads as visulised in the CD/NES programme would on the one hand, serve to reinforce the metalled road programme of the Nagpur plan with a net work of fair weather roads connecting the interior villages, and on the other hand, would prepare the ground for the quick implementation of the Nagpur Plan itself.

While preparing the basic type estimate of community development block, it was felt that each village should have two miles of kacha road with one or more culverts as may be needed. Of this, it was presumed that 1/3rd exists, 1/3rd would be left to the initiative of the villagers and only 1/3rd programmed. On this basis provision of Rs. 11.5 lakhs was made in the original basic type estimate for a community project consisting of 300 villages. The present budget of a community development block covering 100 villages provides only Rs. 1 lakh under 'Communications' which has been recently cut down to Rs. 90,000/-. In the NES budget the corresponding Provision was Rs. 30,000 which also has been cut down to Rs. 25,000/-.

2. *The Present Performance:* The programme of village roads construction has evoked country-wide enthusiasm as would appear from the progress report for the period ending September 30, 1956, reproduced below:—

	Exp. (Rs. lakhs)	Pacca roads constructed (miles)	Kacha roads constructed (miles)	Kacha roads repaired (miles)
CD Block (all series)	547	5,708	32,000/-	22,000
NES Block (all series)	76	1,427	10,000	8,000
Total	623	7,135	42,000	30,000

People have come forward to donate, both in cash and labour, for the construction of all classes of roads in the CD/NES areas. Fair amount of contribution has also been received for the construction of metalled roads.

Land has invariably been donated free of cost by the villagers. In some places even small cultivators agreed to donate their land for road construction in wider community interests. Village road building has thus been a real example of community work.

For earthen roads, earth work is done by voluntary labour while masonry culverts are constructed from Government funds. In the case of metalled roads, the practice generally followed is to allow the people to do the earth work while metalling and culvert construction are done from Government funds. However as mentioned earlier people have come forward to give matching contribution for metalling also to enable them to have longer lengths of pacca roads.

Certain drawbacks, however, have been noticed in the road programme of CD/NES. These are:—

(i) The Ministry of Transport (Roads Organisation) have been sending their officers for inspection of village roads constructed in CD/NES areas. One of the main recommendations made by them is that most of the roads follow a *zigzag* alignment and it would be difficult to fit them into the district road programme subsequently. They have suggested that the alignment should be straightened as far as possible even if it becomes necessary to acquire some land. The view expressed by the Development officials is that straightening of village roads would result in undue hardship to the local cultivators. As such they have been of the opinion that straightening should be done only where this is conveniently possible. With all its difficulties, the recommendation of the Roads Organisation merits special consideration.

(ii) In areas of heavy rainfall some of the village roads have not been provided with adequate drainage crossings, with the result that during the rainy season portions of these roads have been washed away.

(iii) In some places there has been a tendency to construct long lengths of metalled roads thereby spending the entire budget provision to serve the needs of some isolated tracts. This is contrary to the intention of Rural Road Development. Our aim should be to serve as many villages as possible by these roads.

(iv) Where metalled roads have been constructed, it has been noticed that the P. W. D. specifications for metalling and boulder soling have not been adhered to, nor are the materials obtained from specified P.W.D. quarries. Since most of these metalled roads would be brought on the District Road Scheme and will have to be taken over by the P.W.D., it would be desirable that proper specifications are followed in the construction of metalled roads.

(v) Much thought has not been given to the maintenance of the earthen roads. This point also has been emphasized from time to time by the Ministry of Transport. The Estimates Committee have also pointed this out in their recommendations (item 11 of the Summary part IV). Even during the currency of the project, the yearly maintenance of these roads has been neglected.

3. *Suggested Approach:* The following points might be kept in view while implementing the road programme in the CD/NES areas:—

(i) Attempt should be made to construct maximum lengths of earthen roads and Government assistance should be in the form of culverts for such roads. It is felt that atleast 50% of the provision for 'Communications' should be spent on this item.

(ii) Construction of short lengths of metalled roads to serve as approaches to some main road should be encouraged. There has been a great demand for such class of roads and for which people have given lot of contribution. This is becuase the importance of a village, which may be slightly away from a main road, is greatly enhanced if it is connected to it by

an all weather metalled road. About 25% of the budget provision could be spent on this item.

(iii) Construction long lengths of metalled roads from CD/NES funds should, as a rule, be avoided. This could be provided under the District Road Programme of the P. W. D.

(iv) Where the soil is not suitable for fair weather road construction like the black soil or sandy reaches, surfacing with moorum or gravel would be a useful item of work. On this 25% of the block provision could be spent.

(v) The Central Road Research Institute, Delhi have done valuable work in the field of stabilised soil road construction. Attempt could be made to introduce the techniques developed here in the community projects and NES areas. (item 11 of the Summary of Estimates Committee's recommendations in part IV). Action is being taken to start this in Assam.

(vi) While planning village roads, it is necessary to have a clear idea of the existing communications and the district road programme. If this is not taken care of in the early stages, development of the road system is likely to be defective. Programme of Community Development in a district should be utilised for acceleration of the overall planning of district and feeder roads.

(vii) Time has come when sufficient thought should be given to the maintenance of village roads. If Panchayats or other local institutions are to be responsible for the maintenance, they should take steps to make necessary budget provision with a view to ensure the proper up-keep of roads. If village people are to maintain the roads by "Shramdan", the panchayats or local bodies should have necessary powers to enforce this. It would be a good idea if future "Shramdan" is concentrated on the maintenance of existing roads rather than construction of altogether new roads.

If there are metalled roads which have to be transferred to the P. W. D., that department should be asked to take over the roads immediately and make necessary provision for their maintenance in the district road scheme.

4. *The Minimum Programme:* The Ministry of Transport (Roads Organisation) have no programme of village road construction. Their programme mainly consists of construction of metalled roads and bridges.

In view of the fact that there has been great response for construction of village roads, the need for a minimum programme in CD/NES may not, perhaps, exist. If the broad points outlined in para 2 above are kept in view, our road programme would be on a sound footing.

Note by the Central Road Research Institute on use of Local Soil in Cheap All-Weather Roads in the CD/NES areas

In the CD/NES Scheme, there is a provision for small lengths of metalled roads, to serve as all-weather links in important locations.

The Central Road Research Institute is sponsoring a new method of construction of black top roads, at a cost, almost half that of the cheapest conventional method, without increasing the cost of maintenance. The method uses local soils, local aggregates, and local labour and has had the test of time.

It is suggested that considerable savings can be made in the small amounts available for all-weather road construction, by adopting the new method, or alternatively, the mileage can be increased by about 33%.

Since the metalled road construction in the CD/NES Scheme is usually entrusted to the local P. W. D's, the same agencies colud be entrusted with this work, and the Central Road Research Institute could provide additional technical support, where required.

Once work by this method, is started in the various development areas, it may be possible gradually to make the method even cheaper and economically applicable to roads of lesser importance by cutting out bituminous treatment. Furthermore, the work on fair weather roads could perhaps, in course of time, by a better understanding of the local soils, be done more intelligently, so as to make them more lasting and less "fair weather".

II. (j) Communications

The conference agreed that the programme of village road construction has evoked tremendous enthusiasm in the Community Development and National Extension Service areas which was reflected in the substantial contributions made by the people in cash, kind and labour for construction of all classes of roads. In fact village-road building had proved the best example of community work. In this context, the Conference agreed that there was no need for adoption of a minimum programme in the Community Development and National Extension Service areas. It was, however, recognised that there were certain draw-backs in the execution of this programme, which should be removed. The following measures were, therefore, recommended by the Conference for adoption by the State Governments.

(i) Alignment of roads should as far as possible be straight.

(ii) While forming roads, the minimum requirements of future needs should be kept in view and efforts made to secure sufficient land to meet those requirements.

(iii) As far as possible, building line should be prescribed in order to prevent ribbon development.

(iv) In order to prevent portions of roads being washed away during rains, culverts or causeways, as the case may be, should be built.

(v) It would be desirable to adopt proper specifications in the construction of metalled roads so as to avoid unnecessary increase in maintenance costs.

(vi) About 50 percent of the provision under 'Communications' both in the NES and CD stages be spent on providing culverts to earthen roads formed by the people.

(vii) Where earthen roads already exist, culverts should be provided from C.D. funds on the basis of 50 per cent contribution from the people.

(viii) Construction of short lengths of metalled roads to serve as approach roads may be encouraged on a 50 per cent contribution basis.

(ix) Construction of long lengths of metalled roads out of the small provision in the NES/CD funds, should be avoided, save in exceptional cases. At the NES stage no money should be provided for metalled roads.

(x) It is too early to introduce stabilised soil road-making in NES/CD blocks. However, State Governments may take such action as considered necessary, in consultation with their state Engineering Departments.

(xi) The road programme in CD/NES Blocks should be utilised for accelerating overall planning of district and feeder roads.

(xii) As soon as a road is constructed, its ownership and maintenance should be transferred either to the Panchayat or to the appropriate local body, as the case may be. Where there is no Panchayat in a village to take over any particular road or roads, a local unit of people's organisation should be formed and it should be entrusted with the work of maintenance of the road, the Block staff providing the necessary technical assistance.

(k) Programme of Rural Housing in Community Projects and N.E.S.

Notes

1. *The Present Performance:* The normal provision for housing in an NES block is Rs. 60,000/- (loans) which includes housing for project staff also. The amount is just sufficient to meet the costs of Staff quarters. Only a small amount is left over which may be available for rural housing. In a community development block, the corresponding provision is Rs. 1.5 lakhs (loans). Here a substantial amount is available for housing purposes in rural areas.

Past experience has shown that construction of new and solid houses has held a low priority in the villagers' demand. They are more anxious to take loans for agricultural rather than house building purposes. Befor chalking out a programme for rural housing, it is necessary to appreciate certain basic problems in the rural areas. For constructing new houses, acording to some master plan of a village, the villagers will be required to abandon their existing

houses, they would need cash to construct proper houses, they would need skill for building houses of proper design and specifications and lastly they would need financial assistance, technical skill and suitable building materials to maintain the houses. All these are not readily available, neither has the villager got necessary money to purchase them with the result that the housing programme is not able to make any real headway.

2. *Suggested Approach:* The problem could possibly be tackled in another manner. Although new houses of proper design and specifications are not being built in rural areas on any appreciable scale, it cannot be denied that large scale construction of village houses, may be of inferior quality or poor design, goes on from year to year. The cash investment in these renovations and construction is not much, but in terms of labour and local materials, it would amount to considerable sums of money. Our approach to rural housing programme in community projects/NES areas could perhaps be to harness this house building potantial to maximum advantage. The line of action suggested is :—

(i) Master plans of a few selected villages where it is visualised that maximum number of buildings would be needing reconstruction in the near future should be prepared. All houses which are to be newly built from year to year should be made to fit in this master plan. In the CD/NES budget there is the provision for rural health and sanitation, drainage, roads, hospitals schools, etc. This provision could also be utilised in reconditioning the villages according to the master plan.

(ii) A detailed survey should be made of the types of building materials actually in use in the villages. Instead of attempting to replace these with costly materials like, cement, concrete, iron etc. methods should be evolved to improve their durability. For example mixing of some bitumen with mud plaster, use of stabilised soil for mud walls, moulding bricks of more suitable earth, use of treated bamboos and thatching materials etc. etc. all these could increase the life of village houses. Complete replacement of the existing building materials would not evoke much response because of the costs involved.

Financial assistance in the form of loans could b given to the villagers for affecting there improvments.

(iii) Providing type plans for village houses: These plans could be used both for new buildings and for affecting improvments in the old buildings.

v) A progamme for renovation and improvements of existing houses should be taken. For example providing of ventilators, smokeless chulas, windows, etc. would go a long way in improving the existing housing condition.

(v) Construction of semi-pucca houses could also be attempted with advantage. For example the foundation and the plinth could be constructed in concrete and masonry while the superstructure could continue to be in mud; or simple masonry pillars spanned by mud walls could form a more durable superstructure. The idea is to build umbrella structures which could be subsequently improved in stages as and when the financial condition of the villager permits.

(vi) Some of the staff quarters, *e. g.*, the V.L.Ws' quarters could be constructed to the cheaper specification advocated above for village housing. This would serve to demonstrate the improved house building technique to the villager.

(vii) Encouraging of cooperative manufacture of building materials like bricks, tiles, lime etc. etc;

Apart from other difficulties, if we try to change the existing village mud houses into properly constructed brick houses, the problem of subsequent maintenance would become very acute as the villagers will neither have the finance nor the technique nor the materials to carry on the regular maintenance of these buildings.

3. *The State Rural Housing Cell and Regional Research-cum-Training Centres:*

For carrying out the activities in the manner suggested above the constitution of the State Rural Housing Cell as recommended from time to time seems essential. A few Inter-Ministerial meetings were held recently in order to discuss, among other things, the

constitution of this cell. The Ford Foundation also participated in these meetings, Proposals are under consideration to have a State Director for village housing who could be placed in charge of the State Rural Housing Cell. This person would be a practical technical Engineer. He may have other Engineers, architects etc. attached to him. The main function of the cell would be to assist the village people in rebuilding the villages with locally available resources and man-power.

The State Rural Housing Cell should have peripatetic staff to guide the block overseers. It would be useful to give some orientation training to the block overseers as many of them do not have adequate knowledge of rural housing. The best course would be to give some orientation training to the staff of the State Rural Housing Cell. This could be arranged at Delhi which has already been functioning for the past some years under the Ministry of Works Housing and Supply.

If the State Rural Housing Cells are set up quickly the staff of this Cell could be given a 3 months' orientation at Delhi by the Central Rural Housing Cell. Such an arrangement would be necessary because the establishment of Regional-cum-Research centres (referred to in the following paragraph) would necessarily take time. Once the staff of the State Rural Housing Cells has been given the orientation training they, in turn, could give similar training to the block overseers in the states.

The budgetary arrangements for financing the State Rural Housing Cells are still under consideration of the Central Ministries but it is expected that some financial assistance would be available from the Government of India and also perhaps from the Ford Foundation.

In addition a proposal is under consideration to set up 5 Regional Research-cum-Training Centres which can be established as Wings of Extension Training Centres. Each of these centres will undertake research on village lay outs, housing designs, building materials, etc. These Regional Centres could function under the Centre's direction. The research findings of these centres could be drawn upon by the State Directors of housing cell and could also provide the basis later on for training block staff who may be sent to the centres.

4. *The Minimum Programme:* The following minimum programme in a CD block is suggested :—

(i) All V.L.Ws' quarters should be constructed of local materials and of specification that we visualise of village house.

(ii) Two villages may be selected as suggested in para 2(i) above for being reconditioned according to master plan.

(iii) At least two cooperative societies should be formed to manufacture and supply building materials, like bricks, etc.

(iv) One house in every 5 villages should be newly constructed according to some type plan of local building materials but of proper specification and under proper technical supervision.

5. *Works Housing & Supply Ministry's Programme :*

There is a loan provision of Rs. 10 crores in the Second Five Year Plan for the development of rural housing. On the recommendations of the Development Commissioners' Conference the Ministry of Works Housing and Supply have been considering the utilisation of this amount for setting up model villages preferably in the CD/NES areas. Details of a tentative scheme for setting up 625 pilot housing projects in the CD/NES areas, jointly sponsored by the Ministry of Works Housing & Supply and Ministry of Community Development have been indicated in this Ministry's letter No. MCD/13(2)/56-Prog dated the October 4, 1956.

The matter has since been reconsidered by the two Ministries and the Planning Commission and it is now intended to set up these pilot village housing projects only in about 10% of the original number proposed.

With regard to this scheme, the Ministry of Community Development have been of the view that an all round improvement in rural housing rather than putting up a few model villages as show pieces should be aimed at. Some existing villages, where there is extreme overcrowding and hardly any possibility of improving the houses on the existing site will have to be shifted to altogether new sites. But in the majority of cases the programme for housing improvement will have to be taken up in the existing villages wide suggestions in para 2 & 4 as a broad based pro-

gramme covering a large number of families and not merely a few selected houses or a few selected villages.

Final decision on the eventual shape of the Pilot Housing Projects has yet to be taken.

MAIN RECOMMENDATIONS AND CONCLUSIONS

II (k) Housing

The Conference generally agreed that the programme of rural housing had not been able to make any real headway because of its relative low priority in the villagers' demand as also the difficulties inherent in any programme for constructing new houses in the villages according to some master-plan. The Conference, therefore, recommended :—

(i) That for a few selected villages in each Block, where villagers are prepared to reconstruct or improve their houses on an aided self-help basis, master-plans be prepared ;

(ii) that the use of local materials should be encouraged ;

(iii) that type designs for houses be prepared to serve as a guide ;

(iv) that quarters constructed for VLWs and others should match with rural environment and must serve as models for the villagers to adopt ;

(v) that co-operative societies should be formed for manufacturing building material, such as bricks, lime tiles, etc;

(vi) that wherever funds permit, either in NES or CD period from the provision made for 'Housing', they should be utilised on Rural Housing. It is, however, felt that funds provided in NES/CD schematic budgets for construction of quarters for staff may not be adequate enough to leave any balance for rural housing and consequently, it will not be possible to fulfil any minimum programme from the Block budgets ;

(vii) that a Rural Housing Cell should be established in each State and this should form part of the Rural Housing Programme under the Second Five Year Plan.

(I) Panchayat and Local-Self Government

NOTES

The importance of Panchayats in Community Development Programme has been stressed from a fairly early stage. With the progress of the Programme, however, the realisation of this importance is increasing. The Fifth Development Commissioners' Conference at Nainital made specific recommendations regarding the measures for development of village institutions, particularly the Panchayats. Among its recommendations were :—

(i) That the responsibility of developing Panchayats at the State level should be vested in the same organisation which is responsible for development programme ;

(ii) that qualified, trained and properly paid sect should assist the Panchayats in their executive functions ;

(iii) adequate training for Panchs and Sarpanchs should be arranged ;

(iv) adequate funds should be placed at the disposal of Panchayats, who should also be empowered to levy certain types of taxes, besides allowing them agency unctions on a commission basis ;

(v) a sum of Rs. 2,000 to be placed at the disposal of the Panchayats for programme, planning and execution.

2. Panchayats as units of local-self-goverment are useful in this Programme, chiefly because they perform functions on their own initiative and assume responsibilities for obligations which they impose upon themselves. Our purpose has, therefore, to be to create conditions which would develop in them the capacity for such initiative and responsibility. When fostered in this manner, Panchayat, as an institution, would not only mobilise the community into action during the pre-intensive and intensive period, but would continue to be effective in the post-intensive period also. The tempo of such a self-generated momentum would be progressively on the in crease with the passage of time. This being the role we envisage the Panchayats to play in the Community Development Programme,

we have to consider as to what are the essential requirements to enable their playing the role. These requirements seem to be :—

(i) Adequate administrative arrangements and organisation have to be built up to ensure full attention and guidance to be given to the development of Panchayats ,

(ii) adequate financial resources have to be assured to the Panchayats ; and

(iii) they should be used as agencies for development.

3. The Nainital Conference of Development Commissioners recommended that the responsibility of developing Panchayats at the State level should be vested in the same organisation, which is responsible for the development programme. This was a very important decision, but does not appear to have been yet implemented in all the States. Efforts will have to be made to implement this decision as early as possible. It will be equally necessary to see that the organisation responsible for the development programme, which has to accept the added responsibility of developing Panchayats, is adequately strengthened to discharge this responsibility. The Panchayats will need a great deal of assistance and guidance from the administration ; and the organisation dealing with Community Development Programme is the best oriented to provide this guidance to the Panchayats. There must thus be a whole-time Panchayat Organiser on the Block team. He must receive proper training. To give him support and guidance, there must also be a Panchayat Officer at the District level ; and at the State level, there must be a Director of Panchayats on the Development Commissioner's team.

4. There must also be a sufficiently well developed and vigorously implemented programme for training of Panchayat Secretaries and of Sarpanchs and Panchs. The Ministry of Community Development is formulating a scheme for the training of Panchs and Sarpanchs as well as groups of functional leaders at village level, which forms part of another item of the agenda.

5. That adequate finances should be ensured to the Panchayats must go without saying. For some time to come, they will not have enough tax resources of their own and they must, therefore, get a share of the land revenue and may be of some other taxes as well, and *ad hoc* grants from the Government. They

should also have local development funds available for their programme.

6. In regard to using the Panchayats as the agency for development some calculated risk must be taken, for if we hesitate to use a Panchayat about whose competence we may have some doubt, we will never create in that Panchayat a feeling of confidence and will never give it a chance to grow. Thus there will be a vicious circle which can only be broken by our taking some risk. As a natural consequence we must be prepared for some schemes miscarrying or being badly implemented or the progress in some spheres being slightly retarded. This has to be tolerated and our staff should not be made responsible for this even in a remote and indirect way, otherwise we cannot expect them to take the risk that has to be taken in using the Panchayat as a development agency in many situations. If we are really serious about developing the Panchayats it may be considered whether we should not make achievement of this objective one of the important criteria for judging the performance of a block. If emphasis remains on the achievement of physical targets, this objective of developing the human resources is likely to suffer.

7. To make the role of the Panchayats as the agency of development, realistic, it is very necessary that Panchayats and the Block Advisory Committees become complementary. Lines on which the will of the Panchayat is to be reflected in the Block Advisory Committees have already been indicated to the State Governments while suggesting the constitution of the Block Advisory Committees. Wherever this may not have been fully implemented, efforts should be made to ensure that Panchayats are fully represented on the Block Advisory Committees. To expect the Panchayats to take the responsibility for undertaking the development work, we have to give them a say in planning the work. It would be futile to expect the Panchayat to assume the responsibility if the Block Advisory Committee has its own way, ignoring the view-point of the Panchayat. Merely to use the Panchayats an agency of execution on agreed terms, such as a contractor is used, will not have the same value as using them as the implementing agencies of a programme which they have participated in building up also.

8. With this background and approach to the subject, it would be perhaps helpful to think out some of the steps that would lead

us to the fulfilment of the objective. It would obviously be very difficult to lay down anything in the nature of a minimum programme applicable everywhere, as conditions vary widely from State to State. But an effort can perhaps be made to indicate broadly the directions along which a determined effort may be made with a view to enabling the institution of Panchayats to serve more and more effectively the Community Development Programme. The steps that suggest themselves are :—

(i) Early steps may be taken to establish panchayats in areas where they do not exist, at present.

(ii) Every village or a compact group of small villages should be served by a Panchayat.

(iii) Where Panchayats cover unwieldy areas, steps should be taken to reduce the number of villages, covered by each such Panchayat, so that every village may receive adequate attention.

(iv) Where Panchayats are not on a statutory basis, steps should be taken to put them on a statutory basis, so that they would be institutions embodying the will of the village people.

(v) Powers and functions should be progressively assigned in an increasing measure according to the stage of development of the particular Panchayats.

(vi) To be able to adequately discharge their functions, Panchayats should be provided with finances and sources of raising local finance. Thus besides giving them a certain percentage of land revenue assessment (the Nainital Conference recommended at least 15 per cent to begin with), they could, for instance, be given a share in the stamp duty on documents executed in respect of property within the Panchayat areas, a share in motor vehicle taxation, etc. They should further be given powers to levy taxes, such as house tax, profession tax, entertainment tax, market and warehouses tax and so on. The other sources of local revenue could possibly be like Panchayats raising their own village fuel-forests, developing inland fisheries, community orchards, etc. Local Development Funds may also be made available to them.

(vii) Panchayats may be given judicial powers to try petty cases both under criminal and civil law as this would help excessive litigation being nipped in the bud.

(viii) On the economic wing of Community Development Programme, the Panchayats should draw up a production programme for the village so as to achieve a target of increasing the agr cultural production of the village by a definite percentage over a certain period of time. Towards this goal, they should work out the detailed requirements of increasing irrigation, supply of improved seeds, fertilisers, raising local manurial resources, etc. and arrange to organise the supplies through the village co-operative. Panchayat should thus be interested in starting a co-operative for the village if one does not exist and in assisting a co-operative by channeling all requirements through such co-operative.

(ix) Panchayats should also be encouraged to organise small saving on a sustained basis and the amount that a village saves annually through the small savings efforts of the village, should be taken into consideration (in case of poorer villages, it should be the 'effort' and not merely the amount of saving which should be considered) while sanctioning development programmes of that village. This would bring home to each of the villagers the real relationship between savings of the nation and its development programme and may help to accelerate the small savings drive. Panchayats may be given (as is being done at some places) a certain commission in respect of the small savings organised by it from its village. This would act as a further source of revenue to the Panchayats.

(x) The degree to which a Panchayat can discharge these and similar other functions would depend on the extent to which it is able to function properly. This would need guidance and assistance at all levels. For the executive functions of the Panchayats to be properly discharged, it would be desirable to have trained Panchayat Secretaries given to Panchayats at the State cost. Such trained secretaries may serve a

Panchayat or a group of near Panchayats within a manageable compact geographical area.

(xi) Training would also be necessary to be imparted to the Sarpanchs and Panchs to enable them to understand and play their correct role. This training should be arranged by short-duration camps held once or twice a year for 3—4 days at a time within a block area. Since the Panchs and Sarpanchs would be changing, such programme of camp courses for them should be a normal recurring feature. Short study tours of a few selected Panchs and Sarpanchs could also help their understanding how other Panchayats are managing their affairs more effectively.

(xii) A suitable organisation in the State should, if it does not already exist, be established at Block, district and State level, so as to provide continuous guidance and assistance to the Panchayats.

9. It is essential for the healthy growth of Panchayats that our ideas about their form, pattern or organisation and structure should not be too rigid. Periodic reviews of their working and making suitable changes in them in the light of experience gained will remain absolutely essential for a considerable period. In respect of each of the above items and several other items which are considered conducive to the growth of Panchayats, it should be possible for individual States to lay down certain targets of achievement. Work that an individual State may have to undertake will depend on the progress already achieved or the backlog to be made up.

10. The States can also work out a realistic schedule for gradual increase of the percentage of people's participation. The functionally successful Panchayats would have, with the progress of time, developed to a greater extent, their capacity to perform functions on their own initiative and assume responsibilities for obligations which they impose upon themselves. Thus the greater their capacity, the greater will be their readiness to contribute to their welfare programmes. Hence the graded schedule should visualise increase of people's participation, progressively with the increase in the successful working of the Panchayat.

11. If this relationship could be well established, it will successfully answer the difficulties which arise at some places, of how to maintain and continue the tempo of development in the post-intensive period. Normally, the post-intensive period comes after about 5 to 6 years. This period should be enough to put the Panchayat on such a footing as to be able to take its burden for continuation of tempo of development programme in post-intensive period.

MAIN RECOMMENDATIONS AND CONCLUSIONS

Panchayats should be increasingly entrusted with developmental work. It should be the endeavour of every State to have all the villages coverd, as quickly as possible, by Panchayats. Towards this end, every revenue village may be constituted into a Panchayat. However, if the village is small, a Panchayat may be constituted for a group of villages in order to make it a viable unit ; in which case, arrangements should be made to have a Sub-Committee of the Panchayats working in each of the villages in the group.

2. In order that the Panchayats function effectively, they should be assisted by paid Secretaries or Executive Officers. Whether such Secretaries should be whole time or not and borne on a State cadre or not may be left to the discretion of the States. The aim, however, should be to have a whole-time paid Executive Officer or Secretary for each Panchayat. As it may not be feasible to do so on financial and other grounds, a start should be made with the appointment of such officers for major Panchayats or groups of smaller Panchayats forming compact areas.

3. There should be a separate organisation in charge of Panchayats at the State. District and Block level. The Officer at the Block level will be the Extension Officer for Panchayats, and will be a member of the Block team.

4. All Panchayats shall be vested with certain minimum powers and responsibilities, but Government may, from time to time, entrust them with additional functions and responsibilities taking into account smoothness and efficiency of their functioning.

5. All Panchayats shall be vested with certain minimum sources of revenue but those which are entrusted with additional

functions and responsibilities shall also be assured of additional funds or resources, as the case may be. Panchayats should be given powers to levy house-tax, vehicle-tax, water tax wherever protected water supply is provided, and lighting tax where street-lighting is provided. State Governments may also allow additional resources to Panchayats, such as, for example :—

(a) Surcharge on land revenue where a portion of land revenue is not actually paid over.

(b) A portion of Entertainment Tax.

(c) Surcharge on Stamp Duty.

(d) Fishery rights.

(e) Cattle Pounds.

(f) Ferries.

(g) Panchayat forests.

6. Panchayats usually have a schedule of functions-both obligatory and voluntary. In the list of obligatory functions shall be included the following, if they are not already included :—

(i) Framing and implementing programmes for increased agricultural production.

(ii) Raising village forests and grazing grounds.

(iii) Organising 'Shramdan' for community purposes.

(iv) Encouraging small savings.

Among the voluntary functions may be added :—

(i) Framing and implementing all such programmes as will help to relieve local unemployment.

(ii) Helping joint farming.

(iii) Tree-planting.

(iv) Afforestation of wasteland to prevent erosion.

(v) Promotion of village and cottage industries.

(vi) Improvement of live- stock.

(vii) Encouraging youth organisations.

(viii) Implementation of the programmes for the welfare of women and children.

7. Integration of block development work ... Panchayat work. In order to promote closer participation of Panchayats in

Community Development work, sufficient number of Presidents of Panchayats should be represented on the Block Advisory Committee, so that every VLW's circle is represented. In areas where Panchayats do not exist, the existing arrangements may continue, so that the will of the people is reflected in the Block Advisory Committee.

8. State Governments should endeavour to cover the entire area with Panchayats, as early as possible, utmost priority being given to the NES and CD Blocks.

9. In the matter of entrusting judicial powers to village panchayats, experience of States like Bihar, Uttar Pradesh and Punjab has shown that having separate judicial Panchayats was desirable. This may be considered by the States and tried in the light of their local conditions.

10. Legislation on the subject of panchayats varies from State to State. It is suggested that a model bill may be framed and circulated to all State Governments.

(m) Information and Public Relations

NOTES

It is proposed to discuss the following subjects under the above head :

(1) *The programme of setting up of Information and Community Centres at Block Headquarters* :

- (a) A review of the progress made ;
- (b) The difficulties encountered with particular reference to the problems relating to :
  - (i) the accommodation,
  - (ii) literature in regional languages,
  - (iii) activisation of the Centres.

The target of Information & Community Centres to be opened during the First Five Year Plan period was 700. This was achieved within the stipulated period. The objective is to have one Information & Community Centre at each Block Headquaters by the end of the Second Plan period. In other words, by 1960-61, our target is to have 4,800 Information Centres.

According to the Information received from the State Governments up to February 28, 1957, 835 Information & Community Centres have been established at Block Headquarters. These Centres have been opened generally on the lines indicated in the Manual on Information & Community Centres brought out by the Ministry of Community Development.

In most of the States, committees to provide general guidance in running the Information Centres, have been set up. All the 20 Model Information Centres contemplated for the SEOs Training Centres as well as the States have already been established. It has been ascertained from the Ministry of Food & Agriculture that all the Extension Training Centres have Information Centres attached to them.

The main subject for discussion at the Conference is the expansion of the programme during the Second Plan period.

The target for the Second Plan period, as mentioned, is 4,800 centres which have to be set up according to the following phased programme :

1956-57	500	centres
1957-58	700	centres
1958-59	900	centres
1959-60	1000	centres
1960-61	1000	centres

The budget head under which the expenses in connection with the Centres are to be incurred has been mentioned in this Ministry's communication No. CPA/1/11/BD/55. dated Oct. 8, 1955. This has also been indicated in the Manual on page 17.

One of the principal obstacles in the way of rapid expansion of the programme is lack of suitable accommodation. The problem, it is recognised, is linked with the wider issue of construction of Headquarters buildings of the blocks. It is for consideration of the Conference, as suggested by some States, whether the programme of Information Centres should be carried out with rented accommodation pending such construction.

Replies to a Questionnaire circulated to the Blocks by the Ministry reveal that the Information Centres so far established are receiving the material arranged to be supplied by the Ministry

of I & B, Ministry of Community Development and Information Departments of the State Governments, fairly regularly. The quality of the material received from these sources has also been acknowleged as satisfactory. The main draw-back in this respect, as has been discussed in regional Seminars, is the absence of adequate literature in regional languages.

The Ministry of Community Development's popular pamphlets, in all regional languages, are brought out by the Ministry of I & B under the integrated publicity programme, for which there is a special allocation. These are freely distributed in CD & NES areas. The technical publications, mostly in English, are done by the Ministry of Community Development. The Nainital Conference, it will be recalled, recommended that "State Governments should undertake the preparation of all regional language edition of C. P. A.'s publication in the same way as in the case of other technical manuals." The implementation of this resolution, as is apparent from the reports of States, has neither been uniform nor satisfactory. This Conference may like to discuss the feasibility of ear-marking some amount or suggesting some other specific steps by which the production of literature in regional languages could be intensified. The Conference may also consider if a target of at least six such publications in a year, by way of a minimum programme in this direction, could be fixed for each State.

Several suggestions have been made with a view to activising the Information & Community Centres. The following measures may be considered in that respect :

(a) Holding of regular meetings of the Block Advisory Committees and other sub-committees at the Information & Community Centres.

(b) Making the Information & Community Centres the headquarters of the circulating library.

(c) Associating women and children and youth activities with it.

(d) Displaying of photographs of individuals in the block who have made outstanding contributions in the programme of Community Development.

(e) Organising regular film and film strip shows and other entertainments as well as cultural activities in the open space adjoining the Information Centres.

One week's training course, with a view to equipping the S.E.Os with practical knowledge in the setting up and running of the Information & Community Centres, has been proposed (*vide* Annexure IV of the Manual). This may be given effect to as early as possible.

2. *Separate Publicity set up for Community Development Programme.*

In pursuance of the recommendations adopted at the Simla and Nainital Conference of the Development Commissioners, some of the State Governments have already set up a separate wing of the State Information & Publicity Department to deal exclusively with publicity for the Community Development Programme. Difficulties in the way of such units being set up in the remaining States may form a subject for discussion in this Conference. It is also for the consideration of the Conference how the newly set-up units could effect greater liaison between the publicity organisation of the Ministry of Community Development and the States concerned.

This liaison is mostly in the nature of supply of publicity materials, collected from the block areas, for all India publicity through various media of the I&B Ministry. Co-ordination between this unit and the integrated publicity set-up of the Ministry of I&B in Block areas, in activities like organising film shows, exhibitions, cultural evenings, is another subject which deserves examination.

The Conference may also consider how this special wing can be more effectively associated with the opening of new and maintenance of the existing Information & Community Centres at Block Headquarters. Although the day-to-day running of these centres is the responsibility of the Social Education Organiser, the Information Wing can be helpful in the supply of literature and other publicity material from the State Governments' sources.

Taking visitors round the project areas may also be the responsibility of this wing.

MAIN RECOMMENDATIONS AND CONCLUSIONS

The Conference recommended as follows :—

(1) Establishment of Information & Community Centres at Block Headquarters need not be held up till a separate building according to the specifications laid down in the C.P.A. Manual is built. A building may be taken on hire or a room in the office of the B.D.O. (in case no separate accommodation is available) made available for the purpose. It is essential that the information Centres start along with inauguration of the Block.

(2) The Ministry of Information & Broadcasting and the Ministry of Community Development should make sure that the mailing lists with despatching agencies for supply of publications and visual material are kept up-to-date and that materials are despatched to every block irrespective of whether a separate Information building had been set up or not.

(3) The S.E.O., or some one among the Block staff, should be made responsible for looking after the Information Centre. The practice of finding a non-official to work for this purpose on payment of a small monthly honorarium as at present in vogue in some of the States may also be tried in other States, if possible.

(4) If funds for the setting up and maintenance of Information Centres are not adequate in the Block budget, they should be supplemented by the Publicity Department of the State concerned.

(5) In view of the absence of adequate literature in regional languages, State Government should issue small pamphlets, bulletins or journals in regional languages specially to meet the needs of the Members of the Block Advisory Committees and others.

(6) A minimum target of at least six publications for production in a year in regional languages should be accepted by each State Government.

(7) Manuals and publications of the Ministry of Community Development which are at present out of print should be reprinted after revision, where necessary, by the Community Development Ministry.

(8) Draft manuscripts of regional language editions of publications brought our by the Community Development and I & B

Ministries should be shown to the Development Commissioner concerned who might have it examined with a view to making the language simple and direct. This should be done without causing undue delay in the process.

(9) All B.D.Os. should be requested to subscribe from the Block funds to the Planning Commissions fortnightly 'Yojana'.

(10) The question of increasing the size of 'Kurukshetra' with a view to allotting enough space in the journal to activities from the States be examined.

III. IMPLEMENTATION OF THE PROGRAMME A NEW APPROACH

NOTES

A—People's Sector

The vital importance of securing the people's participation in the fullest measure in the Community Development Programme was realised from the very inception of the programme. Emphasis has, therefore, been laid on planning from below, on the development of the people's institutions, such as panchayats and cooperatives, and on promoting local leadership. At a fairly early stage in the progress of the programme we placed before ourselves the goal of converting what had started as a Government's programme in which the people were being asked to participate into a people's programme in which Government was to participate. We also realised the importance of institutionalising the people's participation and the people's leadership.

It has to be admitted that the success so far achieved in the attempt to convert the programme into a people's programme has been somewhat meagre and so also in building up virile and efficient people's organisations and local leadership. The reason for this appears to be that no systematic attempt has so far been made to achieve these objectives. Much of the effort has been on an *ad hoc* basis. It would be easily recognised that the fundamental requirement is the creation of a broad-based local leadership which can take charge of local planning, implementation of the development programme in its various facets as well as building up of institutions like the panchyats and cooperatives. The attempts hitherto made to promote local leadership by asking for the participation in the programme of potential local leaders has not been very successful. The main reason for this seems to be that participation in the programme cannot have much meaning and substance unless it is accompanied by a full understanding of the programme. A new approach is, therefore, called for. In this approach leadership should be sought to be created through education and

training and the programme for imparting such education and training should be developed on a systematic basis and carried through in a sustained manner. The education and training imparted to the potential leaders should lead to a desire to be of service to the programme. The next step should be to give the newly created leadership the opportunity to render service. The objective of creating this leadership would be to promote community action, to develop and strengthen the people's institutions, such as panchayats and cooperatives, which support community action, and lastly to aid in the implementation of the Community Development Programme. With this end in view the following four schemes have been conceived :—

(a) Village Training Camps,

(b) School Teacher's Training,

(c) Study Tours for Sarpanches and Panches, and

(d) Farm Youth Exchange.

3. The village training camps by imparting subject matter training will create functional leaders in the various facets of Community Development, such as agriculture, village and Cottage Industries, education and social education, cooperation etc. It can be expected that equipped with such training these persons will act as pioneers for spreading progressive ideas in their own subject matter both by precept and example in the community. This will be a logical development of the extension form of administration. The school teachers' training will equip the teacher to teach better the children who are the citizens of tomorrow. It will also enable him to develop the school as the community centre of the village and discharge in many ways the functions of a social educator. The study tours of panches and sarpanches will equip them with the knowledge that will help them in discharging better their responsibility in regard to the panchayat as the premier institution for village development. They will also receive subject matter training in their own subject; viz., Panchayat, under the first scheme which will enable them to properly play their administrative role as Panchayat Leaders. They should be able to use the leaders trained in the other subjects as agents of the Panchayat for work in their respective fields of development. Therefore, in a way the Panchayat should become at the village level the counterpart

of the administrative and coordinating arm and the subject matter leaders the counterpart of the technical arm of the Governmental organisation, in the N. E. S. and C. D. pattern of organisation. The Farm Youth Exchange scheme has for its objective creation of better farmers. It will thus be seen that these are allied schemes with the same general objective of creating a broad-based and dynamic leadership in the village which can take charge of its own affairs, substantially aid the development programme and build up the village institutions on whom must ultimately rest the primary responsibility for village improvement.

4. The schemes are dealt with more fully under item 6 (i) (a) viz., Village Training Camps.

(i) **Village Training Camps** :

(i) For purposes of imparting the training in the village camps the various subjects of Community Development programme may be conveniently grouped into :—

(a) *Agriculture Group* comprising of Agriculture, Animal Husbandry and Minor Irrigation.

(b) *Industrise Group* comprising of village industries and rural housing.

(c) *Education Group* comprising education, social education, public health and sanitation.

(d) *Village Institutions Group* comprising of panchayats, cooperation and village communication.

(e) *Women's Programme.*

It will be noticed that the suggestion is to place Panchayats and Co-operatives in a separate group. The view can, however, be taken that Panchayats and Co-operatives have a role in several of the other facets of Community Development, and training in respect of their role should be included in the training given on those facets of the programme. But by keeping Panchayats and Cooperative as a separate group we will succeed in emphasising their role at least in the initial stages. It should also offer an opportunity to the members of the Panchayat and Cooperative Managing Committees to discuss and learn about the role they have to play with

all its implications. It is, however, for consideration of the Conference how many groups should be formed and which subjects should be grouped together. In the grouping that is suggested regard will have to be paid to the number of camps each Subject Matter Specialist will have to conduct under that arrangement.

(ii) The camps are to be held at any village or other suitable place located within a V.L.W's circle of about 10 villages. Every V. L. W's circle would thus have as many camps as the number of subject matter groups decided upon finally.

(iii) Each subject matter camp should have about 50 campers. This would mean that on an average, 5 functional leaders for each subject group will have to join from every village with a population of about 100 families.

(iv) At this rate about 250 people would be trained in all the 5 groups of subjects per every V. L. W's circle.

(v) Since Panchayat is recognised as the sole institutional agency at the village level to plan and implement the programme, the groups of people in the different subject matters should be selected by joint consultation of the Panchayat and the Block staff, particularly the B. D. O. and the specialists concerned. It may be advisable to make the selection according to a pattern so that one member of the Panchayat can be made responsible for one group of subjects and he may be one of the 5 selected for that particular subject. The other 4 would not necessarily be Panchayat members, but may be any other enthusiastic and progressive minded villagers who have interest in the particular subject group. The Panchayat member who may be on this group would act as a link between the Panchayat and this group, which in a sense would be a nominee-group of the Panchayat. This would avoid any misunderstanding between such a group and the Panchayat because the group is to really assist the Panchayat in pushing properly the particular facet of the Programme.

(vi) The duration of the camp will depend upon the subjet matter, but it is felt that on an average the camp should be for 2-3 days at a time. Since camps will be situated in a V. L. W's circle except in very sparsely populated areas, the distance from any village to the camp site would not be more than about

3-4 miles. This would enable the campers to come to the camp daily in the morning and return to their homes at night.

(vii) The B. D. O. would have the overall responsibility of charting out a programme for holding the camps for all his V. L. Ws' circle and for all groups of subjects because a certain amount of co-ordination will be necessary, as some of the functionaries such as the S. E. Os would be required at all the camps within the Block. But, it will be primarily the responsibility of the subject-matter specialists at the Block level, *i. e.*, the Extension Officers concerned to organise the camps in respect of his subject group in the various V. L. Ws' circles turn by turn. Thus Extension Officer (Agriculture) would organise 10 camps in a Block for the Agriculture subject group, one in each V. L. Ws circle. The Extension Officer (Industries) would likewise do for Industries Group. The primary responsibility for organising the camp being of the concerned specialists, it will also be the duty of the S. E. O. to assist the subject-matter specialists by arranging dissemination of information through the various methods at his disposal, such as films, charts, etc. The V. L. W. of the concerned circle would be mainly responsible for arranging the camps, making all necessary preparations and would support the specialists in the matter of imparting instructions also. Thus for every camp, a group of 3 people would be responsible, namely, the V. L. W. of the circle concerned, the Extension Officer concerned and the S. E. O. of the Block. The actual imparting of instruction has to be done mainly by the Extension Officer concerned and supported here and there by the V. L. W. according to his capacity.

(viii) The Extension Officer who will act as trainers at such camps, themselves would require to be given a short intensive orientation course in respect of their subject matter group by the concerned specialists of that subject either at the District-headquarters or at the State-headquarters. In fact, the camps can start only after such training has been imparted. Depending on the emphasis being laid on the different aspects of the subject and the scheme of the Departments for implementing their programmes during a particular year, the content of such orientation will vary in emphasis and scope from year to year and area to area. Hence such short orientation course for the trainers will have to be repeated from time to time. State Governments will have to take in hand this programme of training the trainers very early so that the training camps can begin quickly.

(ix) With the increase of field experience with the working of the programme, there would be sufficient content of training at such camps even every six months, but for the present, a beginning made by holding such a camp at least once every year and in the light of the experience gained, the frequency can be adjusted. However, Devlopment Commissioners may also indicate what they would consider the proper frequencey.

(x) These camps should cost practically nothing because the campers are to stay at their own homes coming to the camp in the morning and returning at night bringing with them their mid-day meal as they normally do when they go to a nearby place for day's work. But often a host-village may like to distribute the campers between the village families, for the mid-day meal. The campers can also arrange for common messing with food cooked from their own material. The camp equipment should also be of a simple nature arranged from village resources as they usually manage at their weddings or other social or religious ceremonies. This should also, therefore, not cost anything. A small incidental expenditure may be necessary for bringing audio-visual equipment etc., which could ordinarily be met from the Block budget out of social education grant or grant in respect of the concerned group of subjects, whatever is convenient; but this expenditure is also to be of a very small order.

(xi) While there would be an advantage in continuing a kind of referesher training, particularly for the enthusiasts, who have once been trained and who have been giving a good account of themselves on the field, yet this scheme is intended to make this activity as broadbased as possible and hence it would be preferable to take at least some fresh persons every year.

Development Commissioners may kindly give their views on each of the above points.

5. There is a separate programme to train primary school teachers through camps of one months' duration held in each of the Blocks. State Governments have already been addressed on this subject. Such trained teachers would primarily become better teachers ; and through the children would have contact with the parents and village youth to give them proper perspective of Community Development programme. However, it would be desirable to associate such trained teachers with the village leaders' camps.

so that they can help the campers by imparting any useful information that they may have and may themselves gain by learning from the Extension Officers concerned more about the details of a particular subject. To suit the teachers, it would perhaps be desirable to have the camps usually on Saturdays and Sundays or such other days of the week when the teachers may have an off.

6. The advantages of this scheme would appear to be immense. It would cover about 2500 people per Block in every camp season. It would offer an opportunity to the subject matter specialists to come in very intimate contact with organised groups of villagers and thus create a good ground for making a systematic extension of their particular subject through the agency of these trained functional village leaders. The word 'Leader' in the context of this scheme is to be clearly understood. It implies not the political, sectional or such type of leaders but they are essentially functional leaders who would lead the course of action of the whole village in respect of that particular subject by acquiring training from the camps, then practising it and simultaneously passing on their knowledge for the benifit of the community as a whole through demonstrations, discussions, etc. They would, in a sense, be pioneers for the particular subject. Lastly, this activity will result in widening the concept of people's participation because this would be very real contribution by the people in changing the outlook of the community so as to contribute to Community Development.

MAIN RECOMMENDATIONS AND CONCLUSIONS

III. A. Peoples Sector

(i) Village Camps

(a) The programme of camps training of villagers should be vigorously pursued and should be started in the States where it has not yet been taken up. The block staff should strive to persuade the village leaders to take upon themselves the task of promoting special activities like agriculture, animal husbandry, health, sanitation, cooperation etc. in their villages and arrange for specialised training in such subjects or groups of subjects at convenient places within a block according to needs. The subjects "cooperatives" and "panchayats" should be grouped along with agriculture, animal husbandry, and minor irrigation.

(b) In view of the national urgency on food and agricultural production, the special camps for the 'Agriculture' groups of subjects should be given the highest priority. Special camps on other subjects may be taken up, as necessary in the light of local needs and experiences with the first series of camps. Camps for women's work should also be given due priority.

(c) The integrated village leaders' training camps should be held in each VLW's circle every year and should be of a duration of about one week. The specialised training camps may, however be of two to three days duration. The number of trainees in each of these camps should not exeed 50. Efforts should be made to persuade the trainees in specialised Traning Camps to bring their articles of food with them, but where necessary, a small expenditure should be allowed from the Block budget.

(d) The campers should make night halts, instead of returning to their villages every evening as the maximum benefits of camp life are achieved by constant informal association with one another.

(ii) Study Tours

NOTES

While the camp courses for functional village leaders would create organised groups of people at the village level for dealing with

allied groups of subjects, the Panchayat members, particularly the Sarpanchs and Panchs would gain very much by seeing in other parts of the District or the State how their counterparts are conducting the affairs of the Panchayats in a relation to Community Development programme.

2. With a view to educating such Panchs and Sarpanchs, a separate scheme has been drawn up which is under consideration. Under the scheme study tours and seminars of such Panchs and Sarpanchs are envisaged.

3. The study tour would be of a duration of about 8-9 days and would cover different parts of the same State. According to the present proposal, the tour would cover at the outside, rail journey (III Class) 500 miles and road journey of 300 miles in the various Block areas. Expenses for food etc. are intended to be met by paying a daily allowance of Rs. 4/- at a flat rate for all days irrespective of journey or halt. No incidental would, therefore, be payable on the railway journey.

4. The Panchs would be selected at the rate of 3 per Block, whether pre-intensive, intensive or Post-intnsive. The scheme is or a duration of 4 years—the remaining period of the Second Five Year Plan—and would cover 3,000 Panchs every year covering a thousand Blocks every year. In 4 years, 12,000 Panchs and Sarpanchs would have benefited by such study tours.

5. Every year, on return from the tour, these Panchs and Sarpanchs would attend the subject matter Seminars at Divisional and State levels (vide item 6 (ii) (b) and also associate in the camps of functional leaders at the V.L.Ws' circle (vide item 6 (i) (a). By such association, they are sure to contribute considerably to the thinking and discussions at the seminars.

6. The scheme is to be financed with assistance from the Ford Foundation.

MAIN RECOMMENDATIONS AND CONCLUSIONS

III. A. (ii) Study Tours

7. The proposals about study tours of selected Panchs and Sarpanchs and also of providing training for Panchayat Extension Officers, Panchayat Secretaries as well as Sarpanchs and Panchs were approved. Both these schemes should be taken up as one cannot be an alternative to the other. The training period for Panchayat Secretaries may be of three months.

(iii) Farm Youth Exchange

NOTES

For the last few years, there is a regular programme of Farm Youth Exchange under which educated young farmers are sent out abroad and similar farmers visit our country. This helps in widening the outlook of the people concerned. The new approach to this subject could take the shape of building up such a programme for Farm Youth Exchange right from the village to the national level. It is, therefore, being suggested for consideration of the Development Commissioners, if a scheme cannot be built up where there may be Farm Youth Exchange at the following levels :—

(i) Inter-village Exchange.

(ii) Inter-Block Exchange.

(iii) Inter-district Exchange.

(iv) Inter-State Exchange.

(v) International Exchange.

2. It would be desirable to build up an organic relationship between the various levels of such exchange, so that people at the lower level, who, after such exchange-experience, have shown keen and active interest in the development programme of their own villages, should be given preference for selection for the higher level of exchange. This would create the incentive amongst the villagers to take active part in community development at their own village level. With successive higher levels of exchange, the basic equipment and background of the individual to be selected will also have to grow. There can be recruitment at the higher level partly from those who have successfully worked after the benefit of exchange at the lower levels and partly of direct recruits from that particular level. Thus, in an Inter-district Exchange, some persons may be promoted from the village or the Block level exchange, but some may be even others who may be outstanding social workers interested in the farm improvement practices.

4. Ordinarily, scheme such as this, involves expenditure only in respect of travel cost. On reaching the farm families, they become the guests of the host family, who in some cases even pay to them for the labour that they may do on their farms. Such payment would serve as pocket money. This idea is being put to

the Development Commissioners for consideration and giving suggestions on the following points :—

(i) Should such different levels of Farm Youth Exchange be established or not ; if so, what levels would be appropriate ?

(ii) What should be the number of people to be involved at each stage of exchange and what should be the geographical spheres within which they should be limited ?

(iii) How can the scheme be financed ? Can it be made self-paying in any way ? Would the States need Central assistance ?

(iv) What should be the duration of the exchange visit at various levels ? Obviously the exchange at the lower level, namely, the Inter-village level, may prove to be adequate with a stay of about 4 days while one at the Inter-district level, may need a week or two.

5. It is obvious that the Inter-State Exchange would contribute very much to the growth of understanding between various parts of the country and to widening the outlook of the concerned people.

6. The Inter-national Exchange may then be linked up by selecting partly the best people out of the Inter-State Exchange and partly by others.

7. If our young boys and girls go to foreign countries without having a full picture of the different parts of our own country, its customs and traditions, etc. they would not be in a proper position to interpret our country to the foreign host-families and others. It would, therefore, perhaps be worthwhile that after selection of the nominees for Inter-national Farm Youth Exchange, an All-India Study Tour of such persons covering typical agricultural and cultural zones of our country should be arranged and they should be conducted with proper guides who would give them the correct historical, cultural and technical knowledge throughout the tour. After such tour they should go to the foreign countries, so as to be able to benefit such countries as well as our own.

MAIN RECOMMENDATIONS AND CONCLUSIONS

III. A—(iii) Farm Youth Exchange

The proposal regarding Farm Youth Exchange was accepted

and the Conference recommended that the Farm Youth Exchange should be at the following levels :—

(i) Inter-Block within a district.

(ii) Inter-district within a State.

(iii) Inter-State.

(iv) Internationel.

Further, the number of people to be involved at each stage of exchange may be :—

(i) 5 persons per Block for Inter-Block Exchange within a district.

(ii) 5 persons per district for Inter-district Exchange within a State.

(iii) 15 to 25 persons accordiag to the size and population of the State, for Inter-State Exchange.

It was felt that as the scheme would not be wholly self-paying; 25 per cent of the expenditure should be paid by the farmers concerned, 25 per cent by the State Government and 50 per cent by the Central Government.

The duration of the exchange visits at various levels was recommended as below :—

(i) Upto one week for Inter-Block Exchange within a district.

(ii) Upto a fortnight for Inter-district Exchange within a State.

(iii) Upto one month for Inter-State Exchange.

No geographical areas need to be defined ; the decisions may be left to the State Government concerned.

It was further agreed that under this scheme only cultivating farmers should be selected.

(iv) Proposed Constitution of Consultative Committees of State Legislatures

NOTES

In Secretray, Ministry of Community Development's D. O. letter No. 21 (4)/57-P dated March 8, 1957, to Development Commissioners, it was explained that the underlying object of

constituting a Consultative Committee of members of State legislatures was to secure the most effective participation of non-officials from the highest to the lowest level in the people's programme, and that this would result in a better understanding of the programme and in the emergence of constructive suggestions. State Governments were requested to consider the setting up of committees similar to the Informal Consultative Committee at the Centre as soon as possible after the general elections, and it was suggested that members of Parliament on the Central Informal Consultative Committee may be adopted as ex-officio members of the State Consultative Committee. It is presumed that State Governments are considering this question.

2. In order to enable the State Consultative Committees to function effectively, it is desirable broadly to indicate their main functions. The following are suggested for consideration by the Conference in this connection :—

(i) Active participation in the camps held in furtherance of the programme, *e.g.* village leaders camps, school teachers camps, camps for transmitting extension knowledge and practice to select panchayat members and villagers.

(ii) Members of the Consultative Committee could be asked to assist by giving lectures on public co-operation at the various training centres.

(iii) Making visits to the various blocks in their constituencies or districts, and assisting in the promotion of public cooperation in the Implementation of the programme.

(iv) Attendance at the meetings of the Block Advisory Committees, of which they are ex-officio members.

(v) Assisting at the meetings of the Committees in the State Headquarters in reviewing the programme, examining difficulties, suggesting measures for improving operations and removing bottlenecks, and for more active participation by the people.

III. B—Government Sector

Notes

(a) Staff Meeting and Study Circles

Community Development, which used the extension techniques as its principal weapon, is essentially an educational process. All possible educational media such as camps, seminars, study tours, training courses and study of literature have, therefore, to be used.

2. This Ministry as well as other Ministries at the Centre bring out continuously useful literature based on the pooled knowledge and experiences being gathered in different parts of the country. It has, however, been observed that this literature does not always reach those for whom it is meant and even when it does reach them, it is not necessarily read and understood, much less applied. An effort is necessary to remedy this situation through the building up of a system.

3. Usually, at the block headquarters, the B.D.Os have a staff meeting every month and sometimes even oftener. It is suggested that if part of the time at such meetings say about half a day is devoted to the study and discussion of the literature on different subjects by those attending the meeting, forming themselves into a regular study circle, it would help the proper understanding by all concerned up to the VLW, of the literature.

4. A very brief minute of every such study circle may be kept at the block headquarters indicating what book or part of a book was studied and discussed at a particular meeting and what, if any, points were thrown up and conclusions reached during the discussions. The programme for study and discussion at the next meeting and assigning the task of studying a particular book or portions of a book to different concerned persons for the next study circle meeting should also be decided in each meeting and recorded in the minutes. A separate file of such minutes should be kept and this would indicate that the activity has been systematised and has become a regular part of the block's work.

III. B—Government Sector

The following recommendations were made :—

(a) Staff Meetings and Study Circles

As full use was not being made of the literature published by the Ministry of Community Development, other Ministries of the Centre and by the State Government, by those for whom those publications were meant, it was suggested ;

(i) that at least half-a-day should be reserved for the study and discussion of the literature on different subjects by the Block staff which visits the block headquarters every month. The discussion should take the form of regular study circle ;

(ii) that a very brief minute of every such study circle should be kept by the Block Development Officer indicating what book or part of a book was studied and discussed and what points were reised and conclusions reached during the discussion ;

(iii) that the programme for study and discussion at the next monthly meeting and assigning the task of studying a particular book for the next meeting should be decided in each meeting and recorded in the minutes ;

(iv) that a separate file of such minutes should be maintained ;

(v) that the State headquarters should issue detailed instructions in this direction for the guidance of B. D. Os. Names of books to be studied should also be suggested ;

(vi) that the Collector/Deputy Commissioner and other inspecting officers should check up action on the above recommendations ;

(vii) that literature suitable for V. L. W. should be made available in regional languages.

III. B—(b) Subject-matter Seminars (Divisional, States & Central)

NOTES

The effectiveness of seminars as an educational medium is now well known to everyone connected with this Programme. In the earlier stages of the Programme, the problems used to be mainly organisational and administrative. Discussions also, therefore, usually centred round such topics and the delegates to the seminar were also mainly persons from administrative ranks.

2. The different subject matters of this Programme, such as Agriculture, Industries, Public Health, Social Education, etc. were, no doubt, also being discussed at these seminars, but even here the emphasis was more on their administrative aspects than on the technical.

3. With the general awakening and enthusiasm generated amongst the people by our Programme and the better understanding that they have acquired of it, a stage has been reached which requires dealing with each of the subjects, such as, Agriculture and Industries, in greater technical detail. It has, therefore, become necessary that the technical personnel at the block level, which is supported by the district level staff of their respective Departments and the State headquarters officers, as well as persons connected with research on the subject, all get together from time to time to discuss the working of the Programme from a technical stand-point. It is, therefore, felt that a network of seminars should now be so organised that they become subject-matter seminars. From practical considerations, it would, no doubt, be desirable to take a number of allied subjects in a group in one seminar. Such groups should be the same as may be decided in respect of item 6 (i) (a), viz., Village Leaders Training Camps.

4. The general seminars as held at present at the Block Level and the district level may continue as, at present. The subject-matter seminars, however, may be at three levels, viz., (i) Divisional (group of 4 or 5 districts) (ii) State, and (iii) Central. The seminars at these levels should have a live relationship. The recommendations of the Divisional seminars may be reflected while drawing up the agenda of the State level seminars and recommendations of the State level seminars should be reflected in the agenda of the Central seminars. Thus alone the national level decisions would have their roots in the field experiences pooled at the Divisional level.

5. The business like atmosphere, which a seminar must have, is lost when the number of participants becomes too large. About 120 is considered an ideal number which may, if necessary, be increased to not more than 150 in any seminar. Depending on the subject group, the invitations to a given seminar could be so arranged that each of the various blocks in that Division is represented by Extension Officer of one of the subject in the group. The districs Heads of Departments connected with the subject in the group should also be there. Some Heads of Departments or their deputies may also be associated. The Collectors in the Division may be distributed in such a way that they may attend one or two of the different subject group seminars in their Divisions. At least 5 to 7 VLWs from different blocks in the Division should invariably be invited as they can throw the best light on the actual working conditions at the village level. A few B.D.Os may also be invited at each of the subject matter seminars in a Division. Each Division would have 4 to 5 subject matter seminars and with proper planning, it should be possible to so arrange the invitations that all the functionaries at different levels, namely, VLWs, Extension Officers of different subjects, the B.D.Os, the District Heads of different Departments and the Collectors would be involved in an even manner over the 5 seminars. Non-officials from the Block Advisory Committees may like-wise be invited at each of the subject-matter seminars ; so also some representatives of concerned Training Centres located in the area.

6. At the State level also, there would be 5 seminars one for each group of subjects. At such seminars also, the number may be kept at about 100 or 120. Besides the Secretaries of concerned Departments, and Heads of Departments, people connected with Research Institutions, Training Centres and other State level voluntary organisations connected with the subjects may also find a place in these seminars. The Development Commissioner, his deputy and assistants as well as other functionaries connected with any particular assignments such as youth activities, women's work and so on, may also be invited at the State seminars in such a manner that there would be an even distribution over the 4 or 5 subject matter seminars at the State level.

7. At the national level, there would be 5 seminars of the corresponding groups of subjects. These would be sponsored

by the Ministry of Community Development in association with the concerned Ministries at the Centre. The national level seminars may be located at any suitable place in each of the SRC Zones, though such location does not imply restricting the delegates to only those States forming the zone. Delegates at such seminars would be from all States.

8. On the pattern indicated above, there would be in all 425 seminars throughout the country every year. Taking an average of 125 people being benefited through the medium of seminars, this programme would benefit about 53,125 persons annually.

9. The subject-matter seminars up to the State Level, *i. e.*, Divisional and State Level would be arranged and managed by the States. For the national level, however, the Central Government would give assistance to the State, where the seminar is held, on the same basis as is being given at present for holding Inter-State Seminars.

10. The Development Commissioners may kindly give their views on this proposal of holding subject-matter seminars suggesting modifications, if any, which they consider necessary.

MAIN RECOMMENDATIONS AND CONCLUSIONS

III. B—(b) Subject-matter Seminars (Divisional) States and Central

1. The general seminars should be continued but their numbers should be reduced.

2. eminars of subject-matter specialists should be organised:-

(i) for a division, or where there are no revenue divisions, for a group of six to ten districts ;

(ii) for the State ; and

(iii) for the Centre.

Ordinarily, the number of participants should be about 100, but in no case it should exceed 125.

3. The following should participate in these seminars:—

For a group of six to ten districts :

(i) Subject-matter specialists at the block and district levels ;

(ii) Deputies of the department concerned ;

(iii) Representatives of the Development Commissioner wherever possible ;

(iv) One or two District Development Officers or Collector/ Deputy Commissioner ;

(v) One Block Development Officer from each district ;

(vi) One village level worker from each district ;

(vii) Non-officials who have shown special aptitude for the subject under discussion ;

(viii) A few non-officials from the Block Advisory Committees, District Advisory Committees and Panchayats.

All the functionaries at diffierent levels from V. L. W. to District Development Officers and members of Block Advisory Committee should attend at least one of the seminars.

State Level :

(i) Secretaries of concerned Departments ;

(ii) Heads of Departments ;

(iii) People connected with Research Institutes ;

(iv) People connected with Training Centres and other State Level Voluntary organisations connected with the subject ;

(v) Development Commissioner, his Deputies and other officers of the headquarters,

(vi) Commissioners of Divisions ;

(vii) One Collector from each Division ;

(viii) Deputies of the Development Departments.

National Level (*Centre*)

(i) the National Level seminars should be located at suitable places in each of the S.R.C. Zones. Delegates at such seminars would be from all States and would not be restricted only to those States which are in the zone ;

(ii) for purposes of these seminars, the various subjects of Community Development may, subjct to the discretion

of the State Governments, be calssified into the following seven groups:

(1) Agriculture, including afforestation, soil conservation and consolidation.

(2) Animal Husbandry.

(3) Panchayats and Co-operation.

(4) Education and Social Education.

(5) Village Industries.

(6) Works, including public health and sanitation, housing, and minor irrigation.

(7) Medical and Public Health.

III. B—(c) Strengthening of the Organisation

NOTES

The broad pattern of organisational set-up considered suitable for the implementation of the programme was communicated to State Governments in Administrator's letter to Chief Secretaries, dated 8th October, 1953. Various aspects relating to it have been reviewed from time to time as well as at previous Development Commissioners' Conferences. By and large, State Governments have adopted the pattern suggested by the C. P. A. The question now for consideration is what further steps should be taken in order to strengthen the organisation to meet the new challenge that will come as a result of the training of tens of thousands of villagers for extension work in various fields of activity.

2. The following points are suggested for consideration by the Conference :—

(1) An analysis of State organisations indicates that the most suitable set-up would be where the Planning Secretary and Development Commissioner is at the apex, supported by two Joint Development Commissioners, one helping the Development Commissioner in planning and coordination at the headquarters and the other looking after supervision and coordination of activities at the field lavel, with adequate support of administrative and technical staff. While

arrangements in regard to planning and coordination are fairly well-established and are uniform in most States, the needs of field supervision do not seem to have been adequately provided for. These should now be given priority.

It was agreed at the Fifth Development Commissioners' Conference that, with the expansion of the programme, arrangements should be made for adequate field supervision and that this might be done by the appointment of field deputies having jurisdiction over a few districts; and regular inspection of blocks by the S. D. O. and the collector. It is desirable therefore to lay down a certain procedure for regular inspections and prompt submission of tour notes. The following suggestions may be considered :—

(i) The joint Development Commissioner, or his deputy, should be able to make at least two visits to each district every year.

(ii) The Divisional Commissioner may be expected to visit one or two blocks every month. He may be assisted by an Assistant Development Commissioner, attached to him, as has been done in Bihar. (In U.P. there are regional Dy. Development Commissioners located at State Headquarters). On each occasion the Commissioner should examine in some detail the working of different items in the programme with a view to removing weaknesses.

(iii) The Deputy Commissioner should be able to visit each block every quarter. He should be assisted by a District Planning Officer, Personal Assistant, or Additional General Assistant (in accordance with the designation followed by individual States) to help him in development and planning work.

(iv) The S. D. O. should be able to visit every block twice every quarter.

(2) As regards Technical Departments, it must be ensured that there is adequate staff of the right calibre at various levels, namely, Headquarters, Division, District, and block levels. A procedure of systematic inspection by Headquarters and District staff of the operation of

the programme in there respective fields should also be laid down.

(3) The conditions of service of officers in the Technical Departments should be reviewed and improved, where necessary, in order to make the machinery effective

(4) Special attention should be given to the question of delegation of requisite powers to the officers of different departments functioning at various levels. Without their also having such powers, the powers that have been delegated to the officers of the Development Commissioners' organisation will not yield the desired results.

(5) In order to cope with the work connected with organising camps for training villagers, as envisaged in item 6 (i), it will be necessary to strengthen the flow of technical knowledge from the State Headquarters to the field. The action that would be required to be taken for this purpose by each technical department may be taken up by Development Commissioners with the respective departments.

(6) Effective arrangements should be made by Technical Departments for extending to the villagers proved and accepted results of research conducted at the various Research Institutes and Laboratories.

MAIN RECOMMENDATIONS AND CONCLUSIONS

III. B—(c) Strengthening of the Organisation

(i) The Development Commissioner should be supported by two senior officers at the State headquarters. One of them should deal with planning and co-ordination, and the other should look after supervision and coordination of activities at the field level.

(ii) With the expansion of the programme, it was necessary to have Zonal Officers for adequate field supervision and these officers should be attached to Commissioners.

(iii) It was necessary and desirable to lay down a procedure for regular inspections and prompt submission of tour notes

by the officers at different levels, wherever this has not been done. Working out of the details should be left to the States.

(iv) Technical departments should be provided with adequate staff of the right calibre at various levels. A procedure of inspection should also be laid down by the States.

It was felt that there was a very strong case for improving the services conditions of the officers of the Technical Departments and the State Governments should be requested to take up this question.

(i) Officers of different development departments, functioning at various levels, should be delegated adequate powers for the effective implementation of the programme.

(ii) In order that the technical knowledge flows from the State headquarters to the field, the technical departments should be strengthened.

(iii) Steps should be taken by the technical departments for extending to the villagers proved and accepted results of research conducted at the various Research Institutes and Laboratories.

(v) That in view of the rapid expansion, it might not be possible to attach new V.L.Ws. with the experienced V.L.Ws., for some time to come.

(vi) The suggestion to have special courses for V.L.Ws. before they are promoted as Block Level Extension Officers was accepted.

FOURTH EVALUATION REPORT

SUMMARY

OF

CONCLUSIONS AND RECOMMENDATIONS

CHAPTER I

TRANSITION TO THE POST-INTENSIVE PHASE

1. The last year of operation of the community projects, in most cases ending with September, 1956, saw an intensification of activity mainly directed towards expenditure. Construction dominated the thinking and activity of the project staff, including the Gram Sevaks ; and extention failed to emerge from the back-seat to which it had been relegated even earlier.

2. The transition to the 'post-intensive programme' pattern was sharp and sudden. The block staff, most of whom had functioned with large funds under the old projects, now did not seem to know quite how to spend their time. Inactivity or what largely appeared to be so, succeeded the intense activity of the last days of the project period ; and sharply focussed attention on what the PEO Reports had always been laying stress on viz, the role of extension in C.D. and N.E.S. work. This period of inactivity and attendant frustration was aggravated by the time taken in getting the new set-up and arrangements going.

3. The need for ensuring orderly transition and particularly of eliminating the transitional periods of inactivity can, therefore, hardly be over-emphasised. What is probably required is better pre-planning and a more rational co-relation of requirements to resources than perhaps has been shown so far in drawing up the C.D. and N.E.S. programmes.

4. From the point of view of the people in the post-intensive (P.I.P.) blocks, there is not such a large differences in the expenditure incurred on rural development as may appear from a simple comparison of community project or block budgets with P.I.P. budgets. There is, however, one fairly substantial difference that operates to the disadvantage of these blocks. This is the non-availability of medium term loan funds in the post-intensive phase. In many project areas, these loan facilities were availed of by the cultivators for works of agricultural improvement, and they had become accustomed to this facility. If, therefore, there is not to be an abrupt set-back to development effort in these areas, it is

necessary to make some provision for medium term loans in the post-intensive phase budget.

5. While the difference made to development expenditure in the post-intensive phase area is not as great as appears at first sight (with the exception of the provision for medium term loans), the fact remains that as far as the block staff are concerned, there is a very real and substantial fall in the volume of funds at their disposal for direct administration on development purposes in their areas. When this fact is taken in conjunction with the tradition of spending and construction activity that has grown up round the project staff, it is not difficult to understand the sense of disquiet that has overtaken most of them, and especially the Gram Sevaks who now have larger charges of area and population but more limited resources to meet the requirements of these charges.

CHAPTER V

CONCLUSIONS FROM REVIEW OF ACHIEVEMENT

6. Almost all villages have been covered by one or more item in the programme.

7. Items involving physical change, especially constructional and irrigational activity, are widespread, and have contributed in some measure to the production potential and the social over-heads of the block areas.

8. Items involving change in production attitudes in agriculture and animal husbandry are comparatively successful, while those concerning cottage industries are neither widespread nor particularly successful.

9. Items involving changes in standards or norms of living, especially in regard to primary education and drinking water are comparatively successful, while those concerning adult literacy and personal and environmental hygiene are not equally successful.

10. Items involving change in social attitudes such as readiness to go in for commuinty centres, youth clubs, and womens' organisations are, generally speaking, least successful.

11. Items involving change in organisational attitudes in the economic field such as better understanding of the objectives and obligations of cooperation and readiness to make use of cooperative societies for purposes other than credit such as production and marketing are comparatively unsuccessful.

12. Items involving change in organisational attitudes in the political field such as better understanding of the objectives and responsibilities of panchayat membership and readiness to use panchayats for planning and executing village development programmes are comparatively unsuccessful.

13. The objective of inducing public participation and positive support has been comparatively successful in the case of constructional programmes, but not in the case of institutional programmes.

14. While there has been considerable increase in rural consciousness of economic, and to a smaller extent, of social needs, the objective of stimulating continuing and positive effort based on self-help for promoting economic or social development has been comparatively unsuccessful. Too much dependence on government initiative and assitance is still being exhibited by the vast majority of the rural population affected by the programme.

15. The rural population in project areas is, generally speaking, now developing a feeling that government is there not merely to rule but also to help. In fact, expectations of what government can do to help has perhaps reached a stage beyond the current resources of government. On the other hand, there has not taken place an equally strong sentiment of self-reliance and initiative, whether individual or cooperative. Unless, therefore, Government deploy more resources in rural areas and the people, in turn, show greater initiative and self-help, a situation is being created in rural India, which is bound to create serious difficulties.

16. There is wide disparity in the distribution of the achievement and therefore of the benefits of community project programmes. This disparity exists as between different blocks in the project areas. Within the blocks, it exists as between the Headquarter villages of Gram Sevaks, the villages easily accessible to them, and the villages not so easily accessible. Within the villages, it exists as between cultivators and non-cultivators; and within the cultivating classes, it exists as between cultivators

of bigger holdings and larger financial resources and those of smaller holdings and lesser financial resources. This is a matter of serious concern not only in terms of regional and social justice but also in terms of the political consequences that may ensue in the context of the increasing awakening among the people.

17. Orientation of the project staff in the objectives and techniques of community development and of the Five Year Plan is neither adequate nor uniforn in distribution.

18. Advisory committees at the block and district levels are still to play the role that was expected of them in the development programme. This is due partly to defective membership and partly to continuing reluctance of the official machinery to make full and positive use of the Advisory Committees.

19. The transition from community project to the P. I. P. pattern has created a number of important problems of maintenance of facilities, satisfaction of demands and activising of project staff. These need to be served urgently, if we are to activise both the project staff and the population of the project blocks which are now passing into 'post-intensive' phase. Only then can economic and social development of a self-sustaining character be made possible for these areas.

CHAPTER VI

PROBLEMS OF TRANSITION

20. Several problems arise from the transition from the C. D. P. to the P. I. P. programme. First, there is the problem of maintenance of facilities created during the project period. In most projects arrangements in case of facilities like hospitals which are to be maintained by the State Departments or District Local Boards have been finalised. But in several cases, all the problems connected with the change have not yet been resolved.

21. Maintenance of facilities by the villagers involves willingness and capacity to undertake responsiblity on the part of the village people. We have seen that the current position in regard to use and maintenance has not been unsatisfactory. But it must be remembered that the effort needed for maintenance is comparatively small in the early stages of completed works. It is only later that the scale of effort required for maintenance becomes

substantial. It is obvious that permanent reliance cannot be placed for this purpose on either individual or unorganised or *ad hoc* collective effort. Long term maintenance of these facilities has to be the responsibility of the village Panchayats. A part of the unwillingness of the panchayats to undertake this work is due to the fact that the original construction programmes were undertaken without their being consulted and that these programmes benefited only either individuals or special groups of individuals and not the village community as such.

22. The problem of maintenance especially of village facilities is a factor that should be borne in mind at the very outset of the programme. What is most essential for securing this is association of the organised or collective will of the community with the planning of the programmes and also, to the extent possible, with the actual implemention of the same. But this is for the future. The current problem is that of maintenance of village facilities in the transitional period. The project staff should have some responsibility in this matter and it is also necessary that a small financial provision is made for the purpose in the schematic budget of the post-intensive blocks.

23. Then there is the problem of satisfying the demands created by the very facilities that were provided for the people during the project period. We have seen that a wide measure of disparity exists between the H. Q. villages of Gram Sevaks and other villages in the project areas. Special attention will have to be paid to the removal of this disparity if we are to avoid frustration on the part of these villages. All this requires some rethinking of programmes for the post-intensive phase and a relaxation of the rule requiring a greater measure of public contribution for the implementation of construction works.

24. It is also important to take due note of the special requirements of these P. I. P. blocks in the distribution of the large volume of non-project expenditure on ruarl development provided under the Second Five Year Plan. The National extension service staff should be used as an important agency for the planning and implementing of such non-project expenditure.

CHAPTER VII

PROBLEMS OF ADMINISTRATION

25. The problem of co-ordination, of combining the horizontal responsibilities of the area specialist with the vertical responsibilities of the subject specialist, still continues to defy solution. Co-ordination at the block level, is now becoming more a by-product of coordination at the district level, with the District Collector-directly, or assisted by a District Development officer exercising more co-ordination over the technical heads of development departments in the district and more control over the development work of the project staff in his district. The district officer is thus tending to become the king-pin of the development programme, and the general administration is beginning to wear the new look associated with the welfare state that India is now becoming. Only all the administrative implications of this transformation have not been realised either at the district level or at the State level. Nor is the necessary orientation found in the regular administrative staff which is now being called upon to assume, new responsibilities of an over-all character in regard to development. In the meanwhile, integration of revenue and development functions at the block level continues to extend in the project areas. The whole problem of administrative co-ordination and orientation needs rethinking, now that development is the major activity of government and the C.D., N.E.S. and P.I.P. programmes are expected to cover the entire country within the next four years.

26. The primary function of the administrative head of the district should be recognized as development and he should be given special assistants for dealing with law and order and revenue functions rather than the other way about.

27. Orientation in the objectives and techniques of community development should be made available to officers at the highest level, both general and specialist, who are dealing with development. Unless the whole administrative machinery of government gets permeated with the philosophy of community development, problems of co-ordination will continue to hamper the programme in spite of any changes that may be made in the administrative set-up for dealing with this promblem.

CHAPTER VIII

EXTENSION AND SPECIALIST SERVICES

28. A necessary background to the effectiveness of extension work in India is the expansion and strengthening of the institutions dealing with supplies and credit, accompanied by a strengthening and expansion of government agencies which supply research, technical, and social services. A Gram Sevak, for instance, can be far more effective as an extension worker if he can turn to a well equipped and well staffed hospital or agricultral research station at the block or district levels for guidance and supplies, than if he has to depend upon his block and district level technical officers who in turn have to depend upon still more distant sources.

29. It would be useful to mention in this connection that in some countries extension services are based on a large number of research-cum-training institutions well distributed over the country. The staff of such institutions could have some extension duties, and the subject specialists at the block level should be intimately linked with these institutions.

30. More needs to be done by State Governments by way of strengthening their technical staff and research facilities both at the State and District levels in view of the mounting needs of the people.

31. More attention needs to be paid to the whole problem of training of block staff and orientation of the specialist staff. In spite of the fact that the movement has now been in existence for more than four years, there is not sufficient understanding of the objectives and techniques of community development programmes among the specialist staff.

CHAPTER IX

THE ROLE OF THE GRAM SEVAK

32. The need for more precise and adequate definition of the role and functions of the Gram Sevak was emphasized in the last Evaluation Report. This need has become even more urgent as a result of developments during the current year. So long as the projects were spending large sums of money on various types of construction works, these works occupied most of

the time of the Gram Sevak. But with the sharp fall in construction activity in the post-intensive phase, this part of the Gram Sevak's work has been greatly reduced. Reports have come from a number of evaluation centres that the Gram Sevaks do not have much work and spend a considerable proportion of their time at block headquarters; that they do not visit villages, and even when they do, confine their contacts to a few people whom they know well. It is also reported that some of them are getting more 'official' in their behaviour and expect the villagers to come to their 'offices' for their requirements. It must be remembered however that the Gram Sevak now has much less patronage at his disposal. It will also take time for him to get adjusted to his new-and what he probably regards as his less important-position.

33. In a country like India, no extension worker can hope to get the confidence of the rural people unless he attends to what the villagers feel are their most immediate needs and unless he makes himself useful to them in the manner in which they want. It was really therefore a matter of good fortune from the point of view of the eventual success of the C. D. and N. E. S. programme that the project staff had at their disposal ample funds for both construction and irrigational work and the Gram Sevak was able not only to disburse funds for satisfying the felt needs of the people but also secure for them the supplies and credit without which they would not have been able to effect any improvement in their material conditions. It is this activity of his—and one that did not really fit in with the strictly orthodox view of the Gram Sevak's role that broke down the barrier between Government and the people. Any abrupt termination of this part of the Gram Sevak's activities would not be desirable even in the interests of his efficient functioning as an extension worker.

34. Moreover, it is a fact that the villager has a number of needs for which he wants immediate action, and expects his government to assist him in the satisfaction of these needs. He expects that somebody in the village level should do this. So long as the local village panchayat and the local cooperative society are not well organised and so long as the normal development departments of government have not created the physical and technical resources such as staff, warehouses, seed stores, fertiliser depots, research

stations and the like, easily accessible to the villager and readily available within his resources, somebody has to fill the vacuum. It may be unfortunate that the Gram Sevak has to do so, but it is an inevitable product of the comparatively backward stage the country occupies today in the field of economic development. It is vitally important, therefore, that the transition in the role of the Gram Sevak from the C.D. to the N.E.S. pattern should take place by gradual stages and alongside the filling up of the economic and physical gaps in the countryside. The implications of this proposition should be considered in all its bearings before undertaking a wholesale programme of conversion of C.D. into P.I.P. blocks and sticking to the present pattern of the P.I.P. both in terms of its functions and its budget provisions.

35. If the objective indicated by the Planning Commission, viz. that the Gram Sevak should establish contact with every individual family in his area and help to plan its production programme is to be fulfilled, there must be a substantial reduction in the area and population alloted to him for this purpose.

CHAPTER X

REVIEW OF THE PROGRAMME

36. Advance on the rural front cannot be made merely by the institution of an extension agency; it needs to be supplemented by adequate effort on the side of skills, supplies and credit. If this view is accepted, it follows that there should be some review of the content of both the N.E.S. and the post-intensive phase blocks more especially the latter. This review should be in the direction of making more provision for works programmes and some provision for loan finance in the programme. More important than this is the need for integrating project expenditure with the non-project expenditure on rural development. The N.E.S. agency should eventually be treated as the permanent and normal field development arm of State Governments in the rural area rather than as some special and temporary agency. There should also be more emphasis on the supply of technical skills of sufficient competence to guide the block staff in the planning and implementation of their block programmes; with it is also linked the setting up of research facilities near the field and closely linked with field experience.

37. As regards techniques, far more emphasis should be placed on preparing the people in each block for the planning and operation of development programmes in the case of new N.E.S. blocks and for the change in the role and resources of the project staff in the case of conversion from C.D into P.I.P. blocks. This means a more deliberate and definitely greater use of the panchayat and the cooperative than has been done so far. It is perhaps not entirely a matter of coincidence that the three best projects in the evaluation centres happen to be those where the ptoject officers have made the largest use of the panchayats and the cooperatives in the implementation of their development programmes. Greater attention will have to be paid to community and group organisation in the training of Gram Sevaks and more orientation given to the superior development staff at district and state levels in the philosophy of community development in the context of a planned economy,

38. As regards phasing of the expansion programmes, it seems clear that greater attention to pre-planning and longer periods of training will be needed. Financial provision as well as physical availabilities also need to be increased, if the country is to be successfully covered with one or the other types of blocks during the Second Five Year Plan period. Whether the considerations outlined above make it desirable that these should be a slowing down of the expansion programme during the current plan period is a question that requires far more study and discussion than it has been possible to give in this Report.

Chapter XI

SOCIAL EDUCATION

39. Social education is on the way to developing a departmental structure of its own. The process of crystallisation of the content of the programme to which reference was made in the last Evaluation Report, has gone further during the current year and social education has begun to be associated with a defined set of activities.

40. What is significant is the general lack of enthusiasm of the villagers towards adult literacy. Underneath the various reports received from the P.E.Os. about defects of one kind or another in the operation of literacy programmes, there appears to

be definite evidence that rural adults are not particularly keen about literacy. This indifference, existing side by side with their eagerness for education of their children (mainly male children but also increasingly female children), is a matter for investigation.

41. Community centres have been established in a majority of the project areas. Construction of such community centre buildings has been a popular programme in many areas. The running of the recreation centres has not been, however, satisfactory. The experience with the numerous clubs organised by the social education staff farmers' club, youth clubs, women's clubs—is also similar.

42. The almost universal failure of activities of a 'club type' and the strong appeal of activities requiring occasional participation is an experience which needs special study, especially for the lessons it can provide for the future formulation of programmes in this field.

43. In considering the future of this programme, it seems clear that the "targets and number of activities" approach is particularly unsuitable in this field. There should be less emphasis on giving 'centres' or facilities and more on building up the communities to receive these. Some really effective criteria should be devised to determine whether the community really wants a given facility before it is given to them. This may reduce the pace of progress in physical terms, but this reduction will be more than compensated by the gains in spontaneity and permanence in social activities among the people.

44. The current tendency to establish a standard programme of activities in all States and projects should be replaced by greater variation in the major contents of the programme, and in individual items of content, so as to suit the wide variety of social, economic and cultural conditions in different parts of the country. Adaptation to local culture and social life is more important in this than in perhaps any other field of project activity. Also, in promoting any particular item in the programme, the traditional ways of doing things in the area should be taken into account.

45. There is need for greater emphasis on activities in which the people themeselves take initiative and which can serve as the natural medium of expression for them. Thus a *bhajan mandli* or a dramatic club is to be preferred to an entertainment party organised by the project.

CHAPTER XII

GROWTH OF COOPERATIVE ENDEAVOUR

46. There can be no doubt that the C. D. and N. E. S. programmes have created material conditions that are favourable for the expansion of the cooperative movement in their areas. But the impact of the programme on the cooperative movement has been quite uneven. To some extent, this was the result of the uneven development that already existed in these areas before the advent of the projects. But there is no doubt that it is also due to the enthusiasm or the indifference shown by the project staff in the building up of the cooperative movement in their areas. All this is a matter of serious concern, in view of the importance that the Planning Commission and the country attach to the role of cooperation in rural development.

47. It is also a matter of concern that multi-purpose cooperative societies are multi-purpose mostly in name and that in the vast majority of cases, they just function as credit societies. Even when they have activities additional to credit, it is mostly distribution of fertilizers or of improved seeds, and not marketing of output or joint use of production facilities.

48. In the view of the importance of linking up of credit, supplies and marketing, a theme which has also been highlighted by the Rural Credit Survey Committee, it may perhaps be worthwhile instituting a more detailed study of the systems of 'integrated finance' which have been working with considerable success in some project areas and explore the possibilities of their extension to other crops, including foodgrains.

49. In view of the fact that labour cooperatives directly benefit one of the most important underprivileged classes in rural society and the need for exploring the possibilities of their introduction in other areas, it would be worthwhile making a detailed case study of these societies, as also of the practice reported from Bihar where panchayats have directly undertaken some construction work on a contractual basis.

50. The basic importance of education in understanding the objectives of cooperation and willingness to abide by the responsibilities it involves is well brought out by the experience of the movement in the project areas. Except for a few project areas,

where cooperative traditions had long been prevalent and cooperative institutions well established before the project period, the P.E.Os. are agreed that the movement is still largely official in initiative and support, and has not evoked that sence of identification and member responsibility without which there can be no real or lasting progress in the cooperative movement. Inquiries made from members in more than one project area revealed that they had practically no knowledge about the working of their societies, hardly attended any of the meetings of the societies and regarded them simply as one way of obtaining credit. In any case, what is clear is that more importance needs to be given in the project areas to the question of education in cooperation. The project staff must suitably be oriented for this task and more emphasis placed on the quality of the cooperative societies functioning within a project area than merely on a given increase in its number.

51. It must be recognised that cooperation is not just a technique of economic organisation. On the contrary, cooperation is a way of life, embodying a philosophy that requires both understanding, acceptance and positive action on the part of its individul membership. It is in this sense that cooperation goes together with democracy and gives vitality and permanence to the latter in the economic sphere.

Chapter XIII

PROGRAMMES FOR COTTAGE INDUSTRIES

52. Community projects and blocks, although they did include promotion of cottage industries and attention to the needs of the artisan classes as part of their programme, did not have comprehensive programmes formulated for the artisan class on the lines of those for the cultivating classes, either in terms of extension or of supplies. In view of this deficiency in the programmes it was decided by the Community Projects Administration in the middle of 1955 to take up an intensive programme of development of cottage and small scale industries in 25 pilot projects in different parts of the country.

53. The objectives of these pilot projects were to set up an integrated regional plan for the development of small and cottage industries in the rural arease, provide an extension service for the artisans and workers engaged in these occupations, help in organising the supplies and credit they needed, and take up an immediate programme for their benefit.

54. The scheme has been in operation for hardly a year. The full complement of the administrative machinery needed for the programme has not yet been set up over the larger part of the country. It is, therefore, too early to attempt any evaluation of this programme.

55. It seems already clear that a great deal of fundamental thinking is necessary from the point of view of the long range success of these new programmes for cottage and small industries. The problems faced in the pilot projects are in some way much more difficult than those in the normal Community Project and National Extension Service programmes, for it is not merely a question of bringing the new technology, timely supplies and adequate credit to individual artisans, but also that of marketing and of group organisation. Thus, *e.g.* one finds an emphasis in this programme on cooperatives that one does not find in the agricultural programme, and there is simultaneously an attempt at bringing about cooperative organisation and carrying aid to the individual artisans, which may perhaps prove too much to implement with success in the short period.

56. Then there are the problems of administrative coordination created by the multiplicity of agencies working in this field. From the reports received from practically all the P.E.Os. centres, it is clear that problems of coordination, of procedures and sanctions, and of financial powers are all creating an even larger problem for the implementation of these pilot project programmes than they did in the case of the community development programmes. Similarly, great stress has been laid on the problems created by all-India rigidities of patterns in programmes relating to individual industries and the need for flexibility and freedom of adaptation to local requirements and circumstances.

Industrial Extension

57. Then there is the important problem of securing long range coordiration, if not integration, of these programmes with the machinery set up for development under the C.D. and N.E.S. patterns. The exact relation of the C.P.O. (1) with the B.D.O., the role of the village level worker in the programme of industrial extention, and the relation between the proposed village industries organiser and the village level worker are all matters which need attention and thinking even at this preliminary stage. Similarly also, it is important even at this stage to do some more thinking

on the pattern of industrial extension envisaged in the pilot projects in the light of the fact that while service artisans are more or less evenly spread over the country, craftsmen proper like handloom weavers tend to be concentrated in some area. Therefore, it may be necessary not to adopt a strict area-based pattern which is satisfactory for agricultural extension work but may not be equally so for industrial extension.

58. The artisans who are in urgent need of assistance from the project are those who are actually practising their profession. What they are in need of is industrial extension in its widest sense. It is not possible for them to leave their work and go in for long periods of training. There must, therefore, be much greater stress on peripatetic parties, mobile vans, and audio-visual aids, than on training programmes.

59. Special care should be taken in the selection of trainees as well as in the choice of the crafts in which training is to be given. There is no use giving training to persons who are not going to take up the occupation concerned or in crafts the products of which have no market in the rural areas.

60. By and large success has not attended industrial co-operatives in the project areas and it is reported that even what little success they have attained will in most cases vanish when government funds are withdrawn from their support.

61. A long and persistent process of education is required for success in cooperation and it would be a tragedy it this were to be ignored in an attempt to achieve targets by showing a large number of indusrtrial cooperatives within a given period. In the mean-time, the individual artisan requires assistance both for purchase of raw materials and of improved or new implements. Thus *e.g.* formation of credit cooperatives or even the institution of industrial equivalents of taccavi loans to individual artisans may be better as a first step than insistence on membership in an industrial cooperative as a necessary condition for assistance.

62. It is important to take due note from the very beginning of the role of the village industries organiser as an extention worker. For this purpose, it is important to organise adequate courses of training for village industries organisers. Training is even more important in the case of these workers than in that of V.L.Ws. Immediate steps therefore should be taken to set up an

adequate training machinery bearing in mind the emphasis to be given on knowledge of extension techniques.

63. The principle should be clearly recognised by all concerned, that the C.P.Os. and Block Industrial Officers are primarily a part of an extension movement, that they are subject specialists, and that they are properly linked with the District Officer and the B. D. O, who are the area specialists for rural development.

64. In view of the importance of credit in industrial rehabilitation and the need for seeing that credit is made available not only to credit-worthy persons but also for credit-worthy purposes, every project area should have a special industrial credit committee on which the C.P.O., the District Industries Officer, the State Bank, the Cooperative Central Bank, the B.D.O. and the Cooperative Department are represented.

CHAPTER XIV

LOANS PROGRAMMES

65. In the community projects of the 1952-53 series, a large provision was made for loans. The project loans greatly increased the loan funds available for development purposes in these areas. But as there were already a number of loan agencies function in the project areas, a second result was addition of yet another agency. In several cases, project loans were reported to have competed with the cooperative loans, as these were available on more favourable terms. In any case, the possibilities of strengthening the cooperative structure with the large loan funds available in the project budgets have not been utilized to any significant extent in most of the project areas.

66. The loan funds provided in the project budgets have not been fully utilized, the percentages of utilization being considerably lower than those of non-loan funds. The project staff and Gram Sevaks had frequently to make considerable efforts to persuade villagers to avail of the loans. Utilization was especially poor in backward agricultural areas where the cultivators have very limited resources.

67. Lack of adequate staff for collection or lack of coordination between the advancing and the recovering agencies are the other factors leading to accumulation of large arrears, which has been reported from a number of projects.

68. Most of these loans have been available to the cultivators. Among the cultivators, cultivating owners have been the main beneficiaries, and among them, those with medium and large holdings have been able to benefit much more than the small holders.

69. Continued availability of loans for irrigation and other land improvement measures in such areas where there are considerable possibilities of increase in agricultural production, and especially for ensuring fuller utilisation of the facilities being made available by the large irrigation works, will be a great advantage for the development of the areas concerned.

70. The easy availability of loan funds coupled with an inadeuate and defective arrangements for checking of existing liabilities and recovery is not a happy combination of factors. In fact, considering the way the loans have been given in some projects, the percentages of default may well prove to be substantial. Apart from the financial loss, the psychological effect of this on the people cannot also be beneficial.

71. Financial assistance from the State, mainly in the form of loans, has already become and will continue to be in future a very important instrument for stimulating development in rural areas. That loans should as far as possible be channeled through the co-operative structure is an objective on which there is general agreement. But it appears likely that at least for some time to come this objective may not be fulfilled to any large extent and, Government will have to give loans directly to cultivators, artisans and other villagers.

72. The need for a well defined and comprehensive policy for loan programmes cannot be over-emphasised. The purposes of the loans, the criteria for selection of beneficiaries, the manner of co-ordination between the different lending departments of Governments, between the lending departments and the co-operative agencies should all be clearly defined. It is also important to ensure that the flow of loan funds not only contributes to the objective of economic development, but also assists, in particular, the under-privileged sections in the rural areas to contribute to the productive resources of the community.

MAIN RECOMMENDATIONS AND CONCLUSIONS

THE FOURTH EVALUATION REPORT

(i) Review of Achievements :

The conclusions of the Programme Evaluation Organisation in regard to the achievements in various fields were generally accepted. It was, however, felt that the statement in para 8 of the Summary that 'the items involving changes in production attitudes in Cottage Industries are neither widespread nor particularly successful' should be considered as applying to the Production-cum-Training Centres, and that it did not imply that the people were not responsive to new production techniques.

It was also felt that the observation in para 10 of the Summary that 'items involving change in social attitudes, such as readiness to go in for Community Centres, Youth Clubs and Women's Organisations are generally speaking least successful' did not correctly represent the position in the States. While the coverage of Community Centres, Youth Clubs and Women's Organisations was not extensive enough, it was considered that these were generally successful wherever established. In regard to the observation that 'readiness to use panchayats for planning and executing village development programmes are comparatively unsuccessful', it was noted that these observations may not apply to certain States, (*e. g.* U. P., Punjab, and Orissa etc.).

The observation of the P. E. O. that 'the expectation of what Government can do in rural areas has perhaps reached a stage beyond the current resources of Government' was generally accepted. While it would not be feasible at this stage to advocate a more limited programme for development, it was recommended that the possibilities of developing local resources should be explored. In this connection it was suggested that the possibility of the people contributing also towards the cost of departmental schemes, outside the CD Programme, should be examined. It would also be necessary to develop in the people of the rural areas a sense of priorities in regard to development schemes. It was also suggested that in the Third Five Year Plan more funds may have to be allocated for the development of rural areas than has been done in the Second Five Year Plan.

(ii) Problems of Transition :

It was suggested that the transition at the various stages, namely, from NES to CD and CD to Post-intensive phase, should be carefully planned so that the arrangements for the next stage are well in hand before that stage is reached.

It was felt that the maintenance of facilities established under the CD programme should be the responsibility of the Local Authorities and of the Government Departments concerned. This responsibility should be settled in advance so that there would be no difficulty regarding the agency for maintenance after the work is completed. In some areas where Local Authorities do not exist, it might be necessary to utilise the agency of the Block staff for maintenance of village roads etc. The funds for such maintenance will have to be found from the funds of the concerned Departments.

In view of the fact that a wide measure of disparity in regard to the facilities provided existed between different villages in a Block, it was suggested that special attention will have to be paid to the removal of this disparity to avoid frustration on the part of the less fortunate villages. It was recommended that preference should be given to such villages in carrying out local works in the post-intensive stage and that a certain amount of flexibility in regard to the scale of people's contribution for local works be allowed in their case.

In this connection, it was felt that the number of villages under the jurisdiction of a VLW is, at present, perhaps beyond his capacity to look after. Now that a pattern of a permanent rural development machinery was being set up, it would be useful to examine the desirability of reducing the number of villages under the jurisdiction of a VLW from, say, ten to five. This, it was felt, might go a long way towards reducing the wide disparity that exists in the distribution of the achievements.

(iii) Problems of Administration :

The problem of coordination between the Technical and Administrative Departments has not been completely solved. It was suggested that the NES Agency should be treated as the permanent and normal field development arm of the State Government in the rural area, rather than as some special and temporary agency, and that District Technical Officers should consider the NES agency as their own. The relationship of the B.D.O. in relation

to the District Technical Officers was also considered. It was felt that as the B.D.O. has been placed at the head of the team of specialists in the Block it would be necessary for the District Technical Officers to issue instructions to the B.D.O. in regard to the execution of the programmes pertaining to his department. Similarly, the B.D.O. should also consult the District Technical Officers at the various stages. In this process it may appear at first sight that the B.D.O. is responsible to a number of different officers for the working of the programme. This situation is, however, inevitable. The collector at the District level receives instructions from the various departments of Government and is able to carry out the instructions received from a number of different agencies either personnaly or through his Assistants. Similarly, at the Block level, if the B.D.O. is to be administrative coordinator of all developmental activities in the Block, he must receive instructions from officers of a number of departments and must carry them out with the assistance of the various specialists. It might be noted in this connection that this position also applies to a lesser extent to the Gram Sevak who receives instructions from a number of Block Level Specialists.

It was suggested that, in the conditions prevailing at present, the Collector should continue to be responsible for both development, and law and order and revenue work. He may, however, be provided with a suitable person to assist him in performing law and order functions.

(iv) Review of the Programme :

It was agreed that there was great need for integrating project expenditure with non-project expenditure on rural development. This would be possible only when the development schemes included in the Five Year Plan are broken up Block-wise. Once this was done, it would be easier to integrate the project plans with the non-project plans pertaining to a Block. The following order of priorities, which was being followed by Bombay State, in carrying out the State development plans, was recommended :

(i) Post-Intensive Phase Blocks

(ii) National Extension Service Blocks

(iii) Non-project areas

(iv) Community Development Blocks

(v) Post-Intensive Phase :

It was agreed that loan funds will have to be provided by the Government agency for some time to come for the post-intensive blocks. It would be useful at this stage to under-take a review of the contents of the programme so as to make it more effective. It was recommended that a special committee of Development Commissioners with representatives of the Ministry of Community Development may be appointed to go into this question fully.

(vi) Growth of Co-operation Endeavour :

For the success of the cooperative movement it is necessary to undertake the education of members of Societies on a much larger scale than has been undertaken, so far. For this purpose it is suggested that each cooperative society should have one or two meetings in a year of all the members, when the entire working of the Society would be reviewed. Similarly seminars of members of groups of Societies may also be organised. The District Cooperative Boards could also play an important part in this respect.

A detailed study may be undertaken of the working of Labour Cooperative Societies.

(vii) Programme for Cottage Industries :

In view of the difficulties in organising Industrial Cooperatives there should not be an over emphasis on the formation of such cooperatives in the matter of giving assistance. It may be necessary to continue assistance to individual artisans until such cooperatives are formed. In some cases it might be necessary for the Government agency to set up production units which could be later handed over to cooperatives formed of workers in these units. It was recommended that the report of the PEO on the working of the Pilot Projects for industries may be studied by the local Community Project Officers when the whole question could be further examined.

For effecting coordination between the various All India Boards, it was recommended that a Committee of the representatives of the All India Boards and of the Ministries of Community Development and Commerce & Industry may be constituted to go into the question of working of these boards.

V—MISCELLANEOUS

(i) Scale of People's Contribution at the N. E. S. & C. D. Stage

NOTES

The CD and NES programme is a programme of aided self-help in which the people are required to contribute to the maximum possible extent on a voluntary basis in the form of cash, kind and labour.

The Central Committee had originally accepted the principle of a qualifying scale for such contributions as a condition precedent to undertaking development schemes in the project areas, and had desired that contributions from the people should roughly be of the following order :—

(1) *Irrigation*—The percentage contribution should be fairly large in view of the fact that the bulk of the expenditure on minor irrigation works consists of labour costs.

(2) *Drinking Water Supply and Drainage*—25% of the expenditure should be contributed by the villagers.

(3) *Roads*—Katcha roads should be constructed by the villagers at their own cost. Culverts and pucca roads will be constructed by the Project Administration.

(4) *Education*—25% of the cost of additional buildings should be contribution by the villagers.

(5) *Dispensaries*—25% of the cost of buildings should be contributed by the villagers.

(6) *Community Recreation Centres*—50% of the capital cost should be contributed by the villagers,

The State Governments to whom the matter was referred in September, 1952 were generally in favour of this principle. It was, however, decided in November, 1952 that no qualifying scale should be rigidly laid down in the initial stages but the matter should be reviewed after a period of six months in the light of the experience gained of the practical working of the programme.

Accordingly, the question was placed before the Second Conference of the Development Commissioners held in April, 1953, which recommended as under:—

"Although there would be no rigidity about any qualifying scale of contribution as a condition precedent to any programme being initiated, efforts would be made to secure villagers' contribution in all spheres of activity, the Government's contribution being as far as possible in the form of material and or skilled labour".

The question of people's contribution again came up for consideration at the Fourth Development Commissioners' Conference held at Simla in May, 1955 but no qualifying scale of people's contribution as a condition precedent to any programme of work being initiated, was adopted.

The present position is that there is no uniformity in the matter and the scales of people's contributions actually adopted, differ widely not only from State to State but also from block to block in an individual State. This is attributable to the wide disparity in the economic conditions of the people in the different areas. It is also noticed that whereas in certain States the scales are much about the norm envisaged by the Central Committee, they are much less in others. The programme has now been in operation for over 4½ years and covers approximately one-third of the rural population. The total amount of people's contribution made towards the programme from its inception up to the end of September, 1956, was of the order of Rs. 33.45 crores against the total Government's expenditure of 56.78 crores *i.e.* 59% of Government expenditure. It is, therefore, for consideration whether the time is now ripe for some measure of uniformity in the scales of contributions for each of the various items of the programmes as a condition precedent to any scheme being taken up during the N.E.S. and C.D. stages. The suggestions regarding the scale which should be in operation in the post-intensive blocks have already been communicated to State Governments vide Ministry's letter No. CPA/13 (18) /P/56 dated the 26th July, 1956.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(i) Scale of People's Contribution at the NES and CD Stage

The Conference agreed that there should be some measure of uniformity in the scales of people's contribution for each item of the programme and recommended for adoption in all the States

the following scales, subject to the proviso that the State Governments may suitably alter them in exceptional cases *e. g.* in the scheduled and tribal areas:—

(1) Irrigation—The percentage contribution should be fairly large in view of the fact that the bulk of the expenditure on minor irrigation works consists of labour costs.

(2) Drinking water supply and drainage—25 % of the expenditure should be contributed by the villagers.

(3) Roads—Katcha roads should be constructed by the villagers at their own cost. Culverts and pucca roads will be constructed by the Block Administration provided Govérnments contribution is not normally allowed to exceed 75 % of the total cost including katcha roads.

(4) Education—25% of the cost of additional buildings should be contributed by the villagers.

(5) Dispensaries—25% of the cost of buildings should be contributed by the villagers.

(6) Community Recrea ion Centres—50% of the capital cost should be contributed by the villagers.

(ii) Non-diversion of funds from Block budget

NOTES

The schematic budgets of N. E. S. and C. D. Blocks provide for expenditure on staff according to a standard pattern. The schematic provision is just sufficient to meet the cost of the staff and does not admit of any savings for diversion elsewhere nor can it be increased by version of funds from any other item me. It has been observed that in some of the States the cost of the supervisory staff employed at the State Headquarters in connection with N. E. S. & C. D. programme, being met either in part or in full from the block budgets by spreading it over the various blocks in operation from time to time. This deviation was allowed by the Centre in respect of the Community Projects of 1952-53 series in view of the comparatively liberal provision made in the project budget for expenditure on 'Personnel'

and recurring contingencies'. But the practice seems to have been inadvertently allowed to continue in respect of the blocks of all subsequent series. This is not in keeping with the basic objective underlying the block expenditure pattern. Besides, the revised budgets both of NES and CD blocks have now been considerably curtailed and cannot properly stand the load of the supervisory and ministerial staff at the State Headquarters and a sacrifice at the block level for the purpose is considered to be most inadvisable. Apart from this, the Central Government are sub-sidising additional expenditure incurred at State Headquarters on the employment of special officers such as Directors of Inservice Training, Directors of Youth Programme, Joint Directors of Industries, Joint Directors of Social Education, and staff for training of village school teachers, as a part of the specials schemes taken up to ensure effective and expeditious implementation of the development programme. This provides ample proof of the fact that the provision for personnel in the block budgets is intended only to meet the cost of staff at the block headquarters and not for diversion to State Headquarters.

In the circumstances outlined above, it is felt that the existing practice of financing the whole or part of the cost of the staff at the State Headquarters or at the Distt. or Sub-Division level from the block budgets, wherever it exists, should be stopped forthwith. As N. E. S. has now been accepted as the permanent future administrative set-up of the country, expenditure on staff at the State Headquarters should be treated as a normal commitment of the State Governments and be appropriately met in full from their revenue budget. The advice of the Conference is solicited in the matter.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(ii) Non-diversion of funds from budgets

The Conference agreed that the existing practice of financing either in part or in full the cost of the supervisory staff at the State. District or Sub-Division Headquarters, from the block budgets, wherever it exists, is open to objection and should be stopped, unless it was done out of the savings, from the block budget after providing for full complement of staff in the blocks as laid down in the schematic budgets. On the question of the inadequacy of the N.E S. schematic budget. provision to meet the cost of the prescribed staff, the Conference recommended that a Small Sub-Committee of Development Commissioners

should be constituted to go into the question in all its aspects, particularly the validity of the presumption that a certain percentage of the staff already existed before the launching of the Development programme, and to suggest suitable adjustments in the budgetary pattern for the consideration of the Ministry of Community Development.

(iii) Extravagance in Ceremonies in Rural Areas

NOTES

In general, there are two kinds of festivals which are celebrated by the rural people. These are :

1. Religious, including Cultural ; and
2. Social.

Among the Hindus, the most important religious festivals are Dussehra, Diwali, Holi and Raksha Bandhan. Normally people do not spend too much on these festivals. However, occasionally some do. While efforts should be made to educate the latter so that they might reduce expenditure on these festivals, it would not be desirable to put a curb on reasonable spending during such festivals because they are the occasions when the village people get a chance to have an enjoyable time in their otherwise dull and monotonous life. As regards the other communities, it can be said that in some festivals, there is much expenditure on feasts. Except for these usually the expenditures are within reasonable limits.

Much extravagance is often noticed during Social occasions, especially during marriages. Unfortunately, the standard for village people seems to have been set by the city dwellers who spend lavishly during marriages and other social functions. Therefore, the programme of education to prevent people from being extravagant during marriages and other social functions is to be organised both in the urban as well as in the rural areas. The first need is to create in the minds of the people a consciousness of this extravagance ; secondly, a new sense of value is to be inculcated. These two can be brought about by a programme of Social Education. Unless a strong public opinion against extravagance such occasions is created in the village society, any individual or even a small group will not be able to do much. In organising fairs, melas, training camps, etc. this subject of reducing extravagance in

festivals may be included and the subject presented through the use of suitable audio-visual aids. Radios (Community listening sets) may be distributed and listening groups organised in the villages. Along with this, in the rural broadcast programme, dramas relating to this subject may be broadcast. Bhajans, Kirtan Mandals may also be organised to provide recreation to the people.

Along with an educational programme against extravagance in celebrating festivals, one should also encourage the celebration of these festivals as Community Festivals to which each member may contribute a small amount and participate in a programme organised by the whole community. This would tend to reduce expenditure by the individuals and at the same time they get pleasure out of celebrating such festivals.

In addition to the educational programme, efforts may be made to have one or two progressive villagers to celebrate some festivals without much extravagance and these may be shown as examples to other villagers to copy.

Efforts should also be made to find out other ways by which expenditure for social functions could be reduced. A good example of how extravagance during marriages has been reduced, can be seen in Mysore State, where Community Wedding have become a common feature. 5 to 8 marriages are conducted at the same place by the same priest on the same day and a common feast is given to those who are invited by the families concerned. This has become so popular among the villagers that in some villages special Community Halls have been constructed where such marriage ceremonies are performed and also the feast is served. Details of this may be obtained and passed on to the other States so that, with necessary modifications, this idea may be introduced in the rural areas. Obviously, this has a number of advantages.

In the absence of a good recreation programme, the celebration of festivals is an occasional outlet for merry making and therefore they should not be discouraged. Villagers may be taught to celebrate them more enjoyably and at less expenditure.

Since women take an important part in the celebration of festivals, this item may also be included in the women's programme.

(iii) Extravagance in ceremonies—preventive measures

(1) The Conference was of the opinion that religious and social festivals in the rural areas which, in the absence of any other recreation programme, provide an occasional opportunity for merry-making and a break from the dullness and monotony of village life, should not be discouraged. It would also not be desirable to interfere with religio-cultural festivals which add so much to the colour and richness of village life besides serving as traditional media of social education for the village people.

(2) The Conference agreed that extravagance on religious and social festivals in the rural areas wherever it exists, should be discouraged, and approved the suggestions made in the Agenda Note regarding measures to be adopted for prevention of extravagance on these occasions. The Conference also, felt that it would not be desirable for the community development staff directly to undertake the responsibility of launching a campaign to prevent such practices at the present moment, and recommended that social consciousness against such extravagance should be created through panchayats and village institutions including women's organisations. Attempts should also be made through these organisations to get the people to observe such festivals on community basis, wherever possible, and to have one or two progressive villagers to give a lead in the matter by reducing extravagance in expenditure on such festivals and by associating the whole village community on such occasions.

(3) It should be the endeavour of the community project staff to promote side by side the habit of thrift and savings among the village people.

(iv) Youth Organisations

Notes

For community development at the village level, Panchayat is visualised as the most important institution. The development plans of the village would, however, require full support of organised groups of people at the village level. Youth and Women organisations are thus to prove the most important supports to

the Panchayats on the social side, as co-operatives would be on the economic side.

2. Efforts have been made in all States to organise the village youth. These organisations take different shapes, such as Yuvak Mandals, Young Farmers' Clubs, Mangal Dals, etc. The activities of these Clubs and Mandals, however, very from place to place both in content and quality. One of the objective observers, who made a rapid survey of such organisations in different parts of the country, says:

> "I must admit that I did not come across any club or youth activity, which came anywhere close to realising the ideals the promoters had in mind."

3. It is the experience of many other field workers also that youth activity is yet to be put on a proper footing, so that it can continue as a self-propelling movement at the village level and permanently contribute to community development. It is, therefore, necessary to do some fresh thinking on the subject.

4. Village Youth should ordinarily cover younger children also as they are to shape into citizens tomorrow. However, children attending school are to some extent kept engaged in a regular activity through which some discipline is imparted and character building does take place. It is those who either have not had the opportunity to attend school or have left school that should receive the first attention in the programme of youth organisation. Ordinarily youth activities would cover the age groups from 14 or 16 to about 25 or 30; but in the circumstances of our rural areas, schooling often stops even at the age of 10 or 11. It is, therefore, for consideration whether all people other than those being looked after by schools, may not be covered by youth organisation. This may widen the age group from about 11 to 25 or 30 and, therefore, make it necessary to deal with the organisation into two suitable groups as Junior and Senior sections. The Junior section may be from 11 to 16 or so and the Senior from 16 to 25 or 30. Because of age groups, the specific activities in which these Junior and Senior sections would feel interested would naturally differ, but broadly speaking, all activities should be so arranged as to centre round— (i) home, (ii) work, and (iii) leisure. The activity should provide to the young

people an experience of democratic living and of discovering significance in their daily work. It should enrich their home life and enlist young people into service of the community. It should offer general training for future unspecified service and education in citizenship.

5. The process of community organisation recognises measures which would improve an individual as well as a group. The ultimate success is in the total improvement and advancement of an individual, as a unit of society, and the speed of success is to be accelerated by group action. In this context, village youth organisation has a definite place in the total community development, and should accordingly provide opportunity for the youth to develop individually and in group. Activities would, therefore, have to be devised which will offer opportunity for individual as well as group projects.

6. The activities for the groups can assume the shape of community activities, such as, looking after village sanitation, co-operative village defence, co-operative looking after of the fields, village forests, etc. Group action for plant protection measures, harvesting operations, etc. can also be considered. In these and several other activities youth can participate in an organised way, deriving pleasure and experience as well as serving the community as a whole and thereby enlisting their goodwill.

7. Depending on the background and temperamental inclinations of the groups members, intellectual activities which could contribute to community development could also be undertaken. These would be organisation of libraries, adult literacy centres, discussion groups, study circles, etc.

8. Group activities round leisure can take the shape of dramatic clubs, Bhajan Mandalies and similar other recreational activities which can help the community development process by educating the village people through such audio-visual methods.

9. The strength of the organisation would grow with the various healthy group-activities that are progressively undertaken. The Capacity for group–action and the organisational strength of the group are mutually nourishing and, therefore, grow together. For systematic conduct of activities, however, a certain amount

of informal training becomes necessary. Such training can be by daily meetings, individual and group projects, short duration camps, study tours, study circles, etc., according to the types of member and objectives of the group.

10. The growth of youth organisations should be an integral part of the village growth and, therefore, there should be a living link between the Panchayat and such organisations. One of the ways of securing this link could be that one member of the Panchayat may be put in charge of the youth work and he may become ex-officio member of the youth organisations.

11. One of the reasons why youth organisation is not yet gathering tempos that the constant guidance and assistance necessary is not available to it. This is a fairly difficult job, but it has to be done. The officials as well as non-officials will have to take the full share of this difficult responsibility of constantly guiding and assisting village youth organisation to constructive purpose. The various Extension Officers at the Block level and particularly, the SEOs would assist such organisations in their respective subjects and general community activities respectively. There should be, at the Block level, on the non-official side, a small youth organisation which should have representatives from the village units. Thus the village youth organisation and the Block-level youth-organisation would be linked up vertically. It should be the duty of the Block youth organisation to give general guidance to the village organisations in accordance with the broad picture of the types of activities possible in a given area. Such a body should also try to help in removing the difficulties of the village organisations.

12. The next step would be to consider whether any support at the district level is necessary ; if so, which out of the existing officers would be best suited to give such a support to the youth activity in the various Blocks in the district. On the non-official side, a stage should and will come when a district youth organisation should be built up with its link with the village through the Block organisation, but it may perhaps be premature at the present juncture.

13. At the State level, there is already a functionary in most States, who is charged with the responsibility of village youth organisations. How far he has successfully discharged his

responsibility and what has been the progress needs to be considered and so, also any difficulties that may have come in the way.

14. Development Commissioners may kindly give their considered views on the various points mentioned above so as to evolve suitable patterns of activities and also organisational patterns both on the official and the non-official side. The possibilites of dovetailing the youth programme with the village camps vide item 6 (1) (as of the agenda) may also be explored; village youth can take part in the camp as volunteers for management.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(iv) Youth Organisations

The Conference recommended that—(1) Youth organisations should be promoted so as to cover all youths, whether school-going or non-school-going.

(2) There should be two age groups for such youth organisations, the Junior section comprising youths of the ages of 10-18 and the Senior section of young men of the age of 18-30;

(3) Besides the activities suggested in the Agenda Note, the following should also find a place in the programme of the youth organisation of the Junior group :—

(a) Acquiring a knowledge of the country, its different geographical regions and people, their habits and customs; in short, a rudimentary knowledge of the history and geography of India. It would also be worthwhile for them to have some idea about the different countries of the world in order to broaden their mental horizon;

(b) Development of a scientific and technical outlook in the children through well-contrived charts, models, toys and simple mechanical appliances which they should be encouraged to assemble and operate themselves;

(c) Encouraging hobbies;

(d) Games and physical culture;

(e) Undertaking of certain individual projects like kitchen gardening, poultry rearing, cattle feeding, etc.

(4) The Conference approved of the suggestions made in paras 6, 7 and 8 of the Note concerning the programme for the higher age group of youth organisations, and recommended that competitive games should be organised in order to inculcate the spirit of cooperation and team work.

(5) The suggestions contained in paragraphs 9 to 11 of the Note were also approved with the proviso that arrangements should be made for training of the youth leaders in camps.

(6) The District Social Education Officer would be the appropriate officer at the district level to guide and direct youth activity in the various blocks in the district. On the non-official side, it would be premature at the present moment to build up a district youth organisation with its link with the villages through the block organisation, as the organisations at the lower level should first be consolidated and strengthened.

(7) The possibilities of dovetailing the youth programme with the village camps should be explored to enable the village youths to participate in the camps as volunteers for management.

(v) Block Headquarters as the nucleus of rural-cum-urban township

NOTES

The Community Development Programme has focussed attention on the need for decentralisation of administration. So far the administration has mainly functioned from District Headquarters, Sub-Divisional Headquarters and Tehsil Headquarters. The Community Development Programme and the National Extension Service is making the block the primary unit for planning and execution of the Development Programme and the block headquarters is becoming the centre of developmental activities. Through the Village Level Workers as the multipurpose agency of all Development Departments, intimate contact between the people and the administration is sought to be established. One of the administrative and human problems that this process of decentralisation presents is the difficulty of persuading Government functionaries

responsibility and what has been the progress needs to be considered and so, also any difficulties that may have come in the way.

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and trained workers to reside in primarily rural areas where not even the minimum urban amenities exist. It is the lack of these amenities and even the otherwise monotonous existence in rural areas that have been responsible for the continuous drain of its best talents. One of the main objectives of the Community Development Programme is to prevent the exodus of rural people to urban areas. This is sought to be done by creating opportunities and amenities, such as are associated with urban areas, in the rural areas themselves. To create such amenities and opportunities we require the assistance of trained workers which again create the same problem of persuading them to reside in rural areas lacking urban amenities. The block headquarters must, therefore, be developed so as to provide the basic amenities to make it function as an Administrative Headquarters. Thus, in the attempt to decentralise activities and to ensure self-sufficiency in the villages within certain limits, centralisation has also to be resorted to, to some extent. Public Health, Agricultural Extension Centre, Artificial Insemination Centre, Veterinary Hospital, Post & Telegraph facilities, Marketing facilities and Industrial training & Extension facilities have to be at the Block Headquarters. The proximity of these institutions and service centres to one another is as important as the creation of the single purpose agency which is being created under the CD and NES Programme. This will make the Block Headquarters into a nucleus of a future rural-cum-urban township. Where the Tehsil Headquarters happens to be the centre of the Block, the Block Headquarters may be located there as an additional satellite township. Elsewhere, where the Block Headquarters will have to be located on a new site, the site should be selected taking into account the need for developing it in future into a rural-cum-urban township. Regard will have to be paid to facilities of communication with the Tehsil and District Headquarters.

The Block Headquarters as the nucleus of a rural-cum-urban township will have to be so designed as to be linked up with the Mandi units which will develop as a decentralised reproduction of the Block Headquarters. The Mandi units will necessarily include middle schools (to be later developed into high schools), seed storage and godown facilities, postal facilities, maternity and child welfare centres, arts and crafts and industries centres and community centres. The surrounding villages will also develop on this

pattern with their village schools, community centres, panchayat ghars etc. As the prosperity of the villages goes up, every unit, the village, the Mandi and the Block Headquarters as the apex township of the area, will receive its due share of expansion.

The development of small-scale, cottage and village industries on a decentralised basis has been accepted as a goal of planning. This will require the dispersal of industries to some extent. The further growth of big cities with their inevitable slums and social evils has to be prevented. In the selection of headquarters in the rural areas from which Government functionaries and institutions will create for the promotion of industries similar problem is likely to arise as in the case of the location of block headquarters in rural areas. Further, there will be the question of selecting central places wherein could be provided the common services that would be required for the principal industries to be promoted or improved in that area. For example, although khadi has to be developed as a home industry, the training of Ambar Charkha will have to be given at a central place which will serve a number of villages. Similarly for distribution of raw materials and for performing certain finishing operations. A callendering machine or a dye house can only be installed in a central place to serve an area.

A question that might be useful to consider is whether we should not promote an integrated development of the block headquarters and headquarters for industrial development from where the common services can radiate to the surrounding areas. To choose a common headquarters for both these programmes should be mutually advantageous to both. The industrial programme in that case will have to become an integral part of the block programme and through both it should be possible to promote better the development of rural-cum-urban townships from what might today be block headquarters selected in purely rural areas. It is not suggested that centres for industrial activity should be selected without regard for the suitability of the centre for the purpose. In fact in many instances it would be found that the industrial programme will find much support from the block programme. The latter will create new demands by the villagers for meeting which industries can be promoted. It is not the suggestion that where the block headquarters already happens to be a township there should be further concentration of industrial and other

activities there. The intention is to promote purely rural centres to grow into rural-cum-urban townships so that in the long run a planned development of urban areas all over the country can be achieved. The economy of these centres will be complementary to that of the surrounding rural areas. One would benefit the other and will be dependent on the other.

The Conference may consider how far the above suggestions are sound and feasible and how best they can be implemented.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(v) Block Headquarters as the nucleus of rural-cum-urban township

The Conference endorsed the views contained in the Agenda note on the subject, and was further of the view that the State Governments should be requested to give preference to local industrial and other institutions as far as possible in areas where the block is located, outside the Taluk Headquarters.

2. The following suggestions were also made for the consideration of the State Governments:

(i) The block headquarters should preferably be located at a place which are Mandi or Market centres. There are greater natural potentialities for development of such townships as compared to places where attempts may be made to develop new townships.

(ii) The buildings being put up in these townships should act as models for the villagers and should be within their easy reach. The exterior of such buildings should as far as possible be kept in tune with rural surroundings.

(vi) Administrative Intelligence Key Indicators of Progress Basis of Assessment

NOTES

The Seminar on Administrative Intelligence held in Calcutta during March 1924, 1956, considered the list of 'key indicators' of progress (for quarterly reporting), given in pages 35-37 of the Draft Manual on Administrative Intelligence, as fairly adequate and comprehensive. The list was also approved by the Fifth Development Commissioners' Conference held at Nainital. Since then, the question has been reconsidered. Technical Advisers in

the Ministry of Community Development, the Sub-Committee of Statisticians, and the Estimates Committee of the Lok Sabha have suggested modifications in the list of 'key indicators' of progress. These are indicated in Appendix J.

2. The Ministry of Community Development have carefully considered these suggestions and prepared a revised list of 'key indicators' of progress for quarterly reporting, *vide* Appendix K. The revised list of key indicators has been prepared having regard to two basic considerations *viz.*

(i) Only those items which are considered as 'key items' for the over-all assessment of progress, and where progress needs to be watched continuously, have been included; and

(ii) the number of items included in the list should not be too many.

3. In order to accommodate the remaining important items in Appendix I, it is suggested that as many of these items as possible may be included in a separate list, *vide* Appendix III, information in respect of which may be called for once a year, along with the quarterly progress report for the quarter ending 31st March. Thus two seperate lists, one for the quarterly assessment of progress and the other for annual assessment are proposed, the intention being that, in addition to the quarterly review of the programme in terms of the revised list of 'key indicators' given in Appendix II, a comprehensive annual review of the programme in terms of both Appendix II and Appendix III covering all the important activities under the programme, may also be undertaken.

4. It may be noted that in the revised list of key indicators of progress (Appendix II) certain existing items have been omitted, and a few new items added. The items omitted in the revised list are :—

Agriculture and Animal Husbandry

(i) Area brought under fruits (acres)

(ii) Area brought under vegetables (acres)

(iii) Key Village Centres started (No.)

Reclamation

(iv) Area reclaimed (acres)

Health

(v) Primary Health Centres started (No)

(vi) Maternity and Child Welfare Centres started (No.)

Education

(vii) New schools started (No.)

(viii) Ordinary schools converted into basic type (No.)

Communications

(ix) Pucca roads constructed (miles)

Housing

(x) No. of new houses constructed (No.)

(xi) No. of new model houses constructed (No.)

Arts and Crafts

(xii) Demonstration-cum-training centres started (No.)

Local Bodies

(xii) No. of Panchayats and other statutory bodies started (No.)

(xiv) No. of non-statutory bodies like Village Councils, Vikash Mandals, etc. started (No.)

General

(xv) Families benefited by development activities:

(a) No. of families benefited

(b) Per cent of total families in project area benefited (%)

All these items except item (xii) above, have been included in the supplementary list of progress indicators for annual reporting (Appendix III)

5. The items added to the list of 'key indicators' for quarterly reporting are :—

Agriculture

(i) Town compost and other manures, including green manures, used (mds.)

(ii) Improved implements distributed (No.)

Social Education

(iii) Youth Camps (including A.C.C. and N.C.C. Camps)

(a) No. of Camps held (No.)

(b) Persons participated (No.)

(iv) Children's Camps

(a) No. of Camps held (No.)

(b) Children participated (No.)

Rural, Arts and Crafts

(v) Artisans given financial assistance (No.)

6. The process of development is continuous. It will take a long time to complete many of the activities in the post-intensive phase which were initiated in the earlier (intensive) stage. It is, therefore, suggested that the assessment of progress in respect of the *Post-Intensive Blocks* may also be made in terms of similar items as suggested in Appendices K and L.

Basis of Assessment

7. Assessment of physical achievements against realistic targets would normally be the best method of assessment. Planning in its real sense involves fixation of targets. In the absence of reliable figures regarding targets, the practice hitherto has been to assess physical achievements and peoples' contributions in terms of 'achievements per 1,000 persons' and to express state achievements as percentages of All-India average achievements. It is, hower, felt that since the needs and requirements, as also the opportunities and resources for meeting such needs and requirements, and other factors like density of population, varied frequently from block to block and from State to State, the inter-State comparison of progress on the basis of population alone, is of limited value. Taking all these factors into consideration, the Ministry of Community Development now proposes to change the basis of assessment *from* 'achievements per 1,000 persons' *to* 'achievements per Block'. The Block is the unit of operation under the C. D. and N.E.S. programme, Each Block has the same budget provision and the same complement of administrative and technical

staff. It is, therefore, considered reasonable that assessment of progress should also be made on a *Block* basis. This type of analysis would also seem to be consistent with the objective of "area development" which the programme stands for. The assessment statements issued by the Ministry of Community Development for the quarter ending December, 1956, are being prepared on the basis of average performance per Block in various fields *relative* to average Block performance for the country as a whole.

8. The Sub-Committee of Development Commissioners which will meet at Mussoorie during the Conference to examine the Fourth Evaluation Report may kindly consider this note also. It is proposed to circulate the report of the Sub-Committee to the Sixth Development Commissioners' Conference at Mussoorie for consideration.

APPENDIX 'J'

MINISTRY OF COMMUNITY DEVELOPMENT

Suggestions Regarding the List of Key Indicators of Progress

Existing list of key indicators as given in Draft Manual on Administrative Intelligence	Additional items suggested in a discussion between Minister C.D., A.A. and P.P.O., sometimes in July '56	Suggestions of items Report Sub-Committees at the meeting areas August 13-16, 1956 held in Delhi	Additional items suggested for Sub-sequently by the Ministry	Additional items suggested (for quarterly reporting) by Estimates Sectioning of the Lok Sabha in Parts XII and IX of this Reports
1	2	3	4	5
I. Agriculture and Animal Husbandry				
1. Fertilizers distributed (mds.) 2. Improved seeds distributed (mds.) 3. Agricultural demonstrations held (No.) 4. Area brought under fruits (acres) 5. Area brought under vegetables (acres) 6. Key village centres started (No.)	1. Compost pits dug (No.)	Item 4 in Col. (1) may be split up into 2 items as under : (i) Area brought under fruits and orchards (acre) (ii) No. of fruit trees planted. Add a new item : Improved implements (plough etc.) used (No.)	Items suggested by Adviser (A. H.) (i) No. of cows and she-buffaloes in the block. (ii) No. of A. I. Centres (iii) No. of bulls castrated (iv) No. of cows and she-buffaloes served by : (i) A. I. Method. (ii) Natural service. (v) No. of bulls castrated	1. Use of natural and compost manures. 2. Improved implements distributed. 3. Chemical pesticides distributed 4. Seed multiplication farms set up. 5. Supply of green fodder. 6. Breeding of pedigree stock. 7. Provision of veterinary aid.

1	2	3	4	5
7. Pedigree animals supplied (No.)			(vi) No. of Breeding Centres established for	8. Preventive Inoculations and Vaccinations given.
8. Pedigree birds supplied (No.)			(i) Cattle	9. Castration of scrub bulls.
			(ii) Sheep	10. Distribution of Paultry and hatching eggs of improved breed.
			(iii) Poultry	
			(iv) Piggery	11. Goat and sheep rearing.
			(v) Others	
			(vii) No. of veterinary dispensaries in the Block.	12. Development of inland fishery.
			(viii) No. of animals protected against contagious diseases.	13. Preparation of sileage pits.
			(ix) No. of animals treated for other diseases.	
			(x) No. of Goshalas in the Block.	
			(xi) No. of Gosadans in the Block.	
			(xii) Fisheries	
			(i) No. of fish-rearing Ponds.	

			(ii) No. of Tanks and reservoirs stocked	
			(iii) No. of finger-lings supplied	
			(iv) Total output o fish (mds.)	
II. Reclamation				
9. Area reclaimed (acres)	Area bunded or terraced (acres)	Col. (1) should be defined to mean 'area fit for cultivation ; and Col. (2) should read 'area bunded, terraced or planted (acres)		Provision of soil surveys and prevention of soil through contour bunding, terracing, strip cropping and rotation of crops.
III. Irrigation				
10. Additional area brought under irrigation (acres)		Col. (1) should read as Net area brought under irrigation (acres)		1. Construction, deepening and repair of surface wells.
				2. Construction and repairs of
				(i) Tanks
				(ii) Canals
				(iii) kuhls

1	2	3	4	5
				3. Constrution of Tube-wells.
				4. Direct pumping from perennial streams and rivers.
-				5. Putting up of diversion weirs on stream and nallahas.
				6. Supply of oil engines, electric pumps, persion wheels and other lift irrigation appliances.
IV. Health & Rural Sanitation				
11. Primary Health Centres set up (No.)	Lanes and drains paved (sq. yds.)			1. Soakage pits constructed
12. Maternity and Child Welfare Centres set up (No.)				2. Pavement of village lanes.
13. Rural latrines constructed (No.)				3. Construction of smokeless chullahs.
14. Drains constructed (yds.)				
15. Drinking water wells constructed (No.)				
16. Drinking water wells renovated (No.)				

V. Education				
17. New schools started (No.)	1. New schools started		*Ministry of Education have requested that we may collect information regarding.	Steps taken to promote basic education.
18. Ordinary schools converted into basic type (No.)	(i) Ordinary (No.) (ii) Basic (No.) 2. Enrolment in schools (new and existing)		(i) Enrolment in new schools opened (ii) Enrolment in the ordinary schools converted into basic type	
VI. Social Education				
19. Adult Education Centres started (Nos.)	1. Replace (19) and (21) in col. (1) by Community Centres started :	Combine 19, 20 and 21 as under :—		1. Youth movement.
20. Adults made literate (Nos.)	(i) Adult education centres started (No.)	1. Adult Education Centres (i) No. of Centres Started ; and (ii) No. of adults made literate		2. Women's movement.
21. Community Centres (including Community Recreation Centres, Libraries etc.) (Nos.)	(ii) Libraries opened (No.) (iii) Others e.g. Recreation Centres, Panchayat Ghars etc. (No.)	2. Reading rooms and/or libraries opened (No.)		3. Audio-visual aids like films, film strips, lantern slides, posters, gramophone records community listening set etc. 4. Community Dinners (With Harijan participation)
22. Units of people's organisations developed. (including Youtn Clubs, Farmers' Unions, Mahila Samities, etc.) (Nos.)	2. Replace (22) in col. (1) by : Units of People's Organisations developed (No.)			5. Hari Kathas, Bhajans, Kirtans.

1	2	3	4	5
23. Participation in Summer camps.	(i) Farmers and Youth Clubs (No.)	3. Others, *e.g.* recreation centres, panchayat ghars etc.		6. Eradication of evils of :
(a) No. of A.C.C. and N.C.C. cadets.	(ii) Mahila Samities/ Mandals (No.)			(i) Child marriage
(b) No. of students.	(iii) Others, if any (specify) (No.)			(ii) Untouchability
24. No. of village leaders trained.	3. No. (23) may be deleted.			(iii) Excessive expenditure at time of marriage.
VII. Communication				(iv) Use of norcoties such as opium, ganja, etc.
25. Pacca roads constructed (miles)				
26. Katcha roads constructed				
(a) New roads constructed (miles)				
(b) Existing roads improved (miles)				
VIII Housing				
27. New houses constructed	No. 28 in col. (1) to be deleted.	Houses (Residential) : (amended heading) Replace item (2) :		1. Establishment of model villages (containing all model houses)
28. No of new model houses constructed.		No. of new houses constructed		

29. No. of existing houses improved.		(a) katcha houses (No.) (b) pacca houses (No.)		
IX Rural Arts and Crafts				
30. Demonstration-cum-training centres started (No.)	Item (31) to be dropped.	1. No. of persons trained. 2. No. of persons given financial assistance.	*Suggestions by S.O. (S.E. Women)* Employment opportunities created for women	1. Mobile Workshops. 2. Credit facilities to artisans.
31. No. of persons trained (a) refresher training (b) basic training			*Suggestions by C. P. O. (CI & C) approved by Director (T & PI) and Secretary*	
32. No. of persons provided with additional employment. (a) part-time (b) full-time			1. Amounts incurred on Cottage Industries under the following categories: (i) Khadi & Village Industries (ii) Handloom (iii) Small Scale Industries (iv) Other Cottage Industries (v) Ambar Charkha 2. Information on parts (a) and (b) under item 32 col. (1) may also be obtained under the 5 categories listed above. 3. Item (31) may be retained.	

1	2	3	4	5
X. Cooperation				
33. New Cooperative Societies started (No.) 34. New members enrolled in cooperative societies (No.)	1. Amount of Share Capital raised in existing and new societies. 2. Amount of loan advanced by cooperative societies. 3. Amount of loan repaid by members to cooperative societies. 4. Godowns constructed by cooperative societies.		*Suggestions by A. I. A.* Farmel cooperative started (No.)	Items mentioned in col. (3) plus (i) Names, quantity and value of agricultural commodities marketed through primary marketing societies. (ii) Cottage industry products marketed through cooperative societies.
XI Local bodies				
35. No. of Panchayats and other statutory bodies started.				
36. No. of non-statutory bodies like village Councils, Vikash Mandals, etc. started.				
XII. General				
37. Families benefitted by development activities. 38. As in Manual on Administrative Intelligence.	Delete item 37(b)			

APPENDIX K

KEY INDICATORS OF PROGRESS

(Information to be furnished every Quarter)

Agriculture & Animal Husbandry

1. Chemical Fertilizers distributed (mds.)
*2. Town compost and other manures, including green manures, used. (mds.)
3. Improved seeds distributed (mds.)
*4. Improved implements discributed (No.)
5. Agricultural demonstrations held (No.)
6. Pedigree animals supplied (No.)
7. Pedigree birds supplied (No.)

Irrigation

8. Net area under irrigation (acres)

Health and Rural Sanitation

9. Rural latrines constructed (No.)
10. Drains constructed (yds.)
11. Drinking water wells constructed (No.)
12. Drinking water wells renovated (No.)

Education and Social Education

13. Adult Education Centres:
    (i) No. of centres started (No.)
    (ii) No. of adults made literate (No.)
14. Reading Rooms and/or libraries opened (No.)
15. Community Centres such as recreation centres, panchayat ghars etc. started (No.)
16. Units of people's organisations developed (No.)
    (i) Youth clubs and farmers' clubs/unions (No.)
    (ii) Mahila Samities/mandals (No.)

*17. Youth Camps (including A.C.C. & N.C.C. Camps)

(i) No. of Camps held (No.)

(ii) No. of persons participated (No.)

*18. Children's Camps

(i) No. of Camps held No.

(ii) No. of children participated (No.)

19. Village Camps (other than 17 & 18 above)

(i) No. of Camps held (No.)

(ii) No. of villagers trained (No.)

Communications

20. Kacha roads constructed

(i) New roads constructed (miles)

(ii) Existing roads improved (miles)

Housing

21. Existing houses improved. (No.)

Rural Arts and Crafts

22. No. of persons trained at the demonstration-cum-training centres (No.)

(i) Refresher training (No.)

(ii) Basic training (No.)

*23. No. of artisans given finanical assistance (No.)

24. No. of persons provided with additional *part-time* employment, trade-wise (No.)

(i) Handloom, weaving and spinning (No.)

(ii) Ambar Charkha spinning (No.)

(iii) Cottage industries, other than (i) & (ii) above (No.)

(iv) Small-scale industries (like small work-shops, commercial schemes etc.) (No.)

Total of (i) to (iv) above (No.)

25. No. of persons provided with additional *full-time* employment, trade-wise.

(i) to (iv) and total as for No. 24 above.

Cooperation

26. Total No. of cooperative societies functioning (No.)

27. Total membership of cooperative societies of all types (No.)

General

28. No of meetings held of Block Advisory Committees (No.)

Note :—

Items marked (*) are additions to the existing list of key indicators.

APPENDIX L

PROGRESS INDICATORS (ADDITIONAL LIST)

(Information to be furnished every year along with the Quarterly Progress Report for the Quarter ending 31st March)

Agriculture and Animal Husbandry

1. Area under improved seeds (acres)
2. Total area under green fodder (acres)
3. Seed multiplication farms set up (No.)
4. Chemical pesticides distributed (mds.)
5. Sileage pits constructed (No.)
6. Area under fruits (acres)
7. Area under vegetables (acres)
8. No. of key village, A. I. and Breeding centres Functioning (No.)
9. Total No. of veterinary dispensaries functioning (No.)
10. No. of fingerlings supplied.

Reclamation

11. Waste and virgin land reclaimed (acres)
12. Area bounded, terraced or planted (acres)

Health and Rural Sanitation

13. Primary Health Centres functioning (No.)
14. Maternity and Child Welfare Centres functioning (No.)
15. No. of smokeless chullahs constructed (No.)
16. Village lanes paved (Sq. yds.)

Education

17. Total No. of schools functioning
    - (i) Ordinary (No.)
    - (ii) Basic (No)
    - (iii) No. of ordinary schools converted into basic schools (No.)

18. Total enrolment in schools.
    (i) Ordinary (No.)
    (ii) Basic (No.)

Social Education

19. Total No. of literate adults in the Blocks.

Communications

20. Pacca roads constructed (miles)

Housing

21. Total No. of houses:
    (a) Kacha (No.)
    (b) Pacca (No.)
22. New Houses Constructed
    (i) Kacha houses (No.)
    (ii) Pacca houses (No.)
23. Model villages established (No.)
    (where all houses are model houses)

Cooperation

24. Amount of share capital raised in cooperative societies (all types) (Rs. '000)
25. Amount of loan advanced to members by cooperative societies (all types) (Rs. '000)
26. Amount of loan repaid by members to cooperative societies (all types) (Rs. '000)
27. Godowns constructed by cooperative societies (No.)
28. Value of agricultural commodities marketed through cooperatives (Rs. '000)
29. Value of Cottage industry products marketed through Cooperatives (Rs. '000)

Local Bodies

30. Total No. of panchayats and other statutory bodies functioning (No.)
31. Total membership of cooperative societies of all types (No.)

General

32. Families benefited by development activities
    (i) No. of families benefited (No.)
    (ii) Per cent of families benefited (%)
33. No. of meetings held of State Development Committee.

ADDITIONAL PAPER

NOTE ON ADMINISTRATIVE INTELLIGENCE KEY INDICATORS

(*by S. Subramanian*)

The Fifth Development Commissioners' Conference held in Naini Tal in May last year approved recommendations that

(i) There should be adequate arrangement for statistical work at all levels, namely, State, District and Block levels and, if possible at the Divisional level also.

(ii) The Administrative Intelligence Unit at the State Headquarters should form an integral part of the State Bureau of Economics and Statistics.

(iii) The Centre should share with the State Governments the expenditure on statistical personnel from block level upwards.

2. Ten State Governments have accordingly established Administrative Intelligence Units at their headquarters as part of the Statistical Bureaus. Planning Cells are already functioning in the various State Statistical Bureaus. It is intended that the two units should in course of time be integrated particularly in view of the fact that C.D. and N.E.S. programmes are really part of e State Plans. In regard to Block level Assistants, however, exsiting arrangements for supervision are capable of improvement. Block level work is not capable of being effectively checked by the headquarters staff directly. The items of work of these Assistants are briefly :

(a) Preparation of block survey reports providing basic information relating to a block at the time of its formation.

(b) Quarterly progress reports on the basis of information collected by village level workers involving coordination, scrutiny and compilation.

(c) Further analysis of data, *e.g.* preparation of yde ini-k cators, and

(d) *Ad hoc* assistance in the work of crop cutting experiments by N.S.S. and similar surveys.

3. In this context, the timely warning to the effect that *added reports of accomplishments invariably do more harm than good to the overall programme and more so to the reporting agency iteself* given in the Manual of Administrative Intelligence, 1955 (page 8 of the manual) prepared by the C.P.A. has to be constantly borne in mind. The Staff at the State Headquarters will by itself be hardly in a position to ensure this. Continuous comparison with the data collected by the already existing agencies is essential. For this work, it would be desirable for the District Statistical Officer to be given the responsibility for verification and reconciliation of the data as reported. It will be sometime before every District is fully covered. To start with, therefore, it may be necessary to tag on the appointment of Block Level Assistants to the available number of District Statistical Officers for purposes of supervision. It is, however, hoped to complete the appointment of District Statistical Officers for all Districts during the Second Five Year Plan period. In particular States it may also be possible to have supervisory statistical officers at the Divisional level also.

4. It is not desirable either that Progress Assistants should be appointed without proper training. Although at present there are only a few Bureaus which have developed opportunity for training in day to day statistics, it will be possible by mutual arrangements to train each year 2 or 3 batches of 30-40 trainees in each and phase the appointment of Progress Assistants accordingly. The technical details of the training programme in this context have been discussed by the successive Conferences of Central and State Statisticians, the last of which was held in Lucknow in November-December last year. More than this does not seem practicable at the present moment. In any case, experience has shown that in work of this kind, a properly phased programme is indispensable for the preservation of the quality of the facts and figures collected.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(vi) Administrative Intelligence

1. *Progress Reports :*

It was suggested that reports on the progress of the programme be prepared and forwarded to the Ministry of Community Development half-yearly, instead of every quarter. The progress reports in respect of post-intensive blocks may also be prepared in the same proforma as for C. D. and N. E. S. blocks.

2. *Key Indicators of Progress :*

The word 'key' may be deleted from the term 'Key Indicators of Progress'. Two lists of 'Indicators of Progress', which may be adopted for six-monthly and annual reporting are given in Annexures II and III respectively. Uniform concepts and definitions should be evolved for reporting progress under important items, and detailed instructions be issued by the Ministry of Community Development to States.

3. *Basis of Assessment :*

It was agreed that assessment of physical achievements and people's contribution should hereafter be made in terms of "*per block* instead of "*per 1000 persons*".

4. *Supervision of the work of Block-level-Progress Assistants :*

Where District Statistical Officers have been appointed, State Governments concerned should examine the possibility of utilising them for the technical supervision of statistical staff in block.

5. *Sample Surveys :*

It would be very useful if State Governments could conduct sample surveys for collecting information to assess improvement in 'levels of living' in the C. D. and N. E. S. Blocks.

—

ANNEXURE II

INDICATORS OF PROGRESS

(Information to be Furnished half-yearly for Periods ending 30th September and 31st March)

Agriculture & Animal Husbandry

1. Chemical Fertilizers distributed (mds.)
2. Area under green manuring (acres)
3. Improved seeds distributed (mds.)
4. Sileage pits constructed (No.)
5. Improved implements distributed (No.)
6. (a) Agricultural demonstrations held (No.)
   (b) No. of holdings taken up for demonstration (No.)
7. Improved animals supplied (No.)
8. Improved birds supplied (No.)
9. No. of animals castrated (No.)
10. No. of animals treated (No.)

Irrigation

11. Net area under irrigation (acres)

Health and Rural Sanitation

12. Rural latrines in use (No.)
13. Drains constructed (yds.)
14. No. of smokeless chullahs constructed (No.)
15. Village lanes paved (sq. yds.)
16. Drinking water wells constructed (No.)
17. Drinking water wells renovated (No.)

Education

18. Literacy Centres
    (i) No. of centres functioning (No.)
    (ii) No. of adults made literate (No.)

19. Reading Rooms and/or libraries opened (No.)

20. Community Centres such as recreation centres, panchayat ghars, etc. started (No.)

21. Units of people's organisations developed (No.)

(i) Youth Clubs and Farmers' Clubs/Unions
   (a) No.
   (b) No. of members (No.)
   (c) No. of meetings held (No.)

(ii) Mahila Samities/mandals
   (a) No.
   (b) No. of members (No.)
   (c) No. of meetings held (No.)

22. Village Camps (other than Youth and Children Camps)
   (i) No. of Camps held (No.)
   (ii) No. of villagers trained (No.)

Communications

23. Kacha roads constructed
   (i) New roads constructed (miles)
   (ii) Existing roads improved (miles)
   (iii) No. of culverts constructed (No.)

Rural Arts & Crafts

24. No. of persons provided with additional *part-time* employment, trade-wise (No.)
   (i) Handloom, weaving and spinning (No.)
   (ii) Amber Charkha spinning (No.)
   (iii) Cottage industries, other than (i) and (ii) above
   (iv) Small-scale industries (like small work-shops, commercial schemes, etc.) (No.)
   Total of (i) to (iv) above (No.)

25. No. of persons provided with additional *full-time* employment, trade-wise (No.)
   (i) Handloom, weaving and spinning (No.)
   (ii) Ambar Charkha spinning (No.)

(iii) Cottage industries, other than (i) and (ii) above

(iv) Small-scale industries (like small workshops, commercial schemes, etc.) (No.)

Total of (i) to (iv) above (No.)

Cooperation

26. Total No. of cooperative societies functioning

(a) Credit and multi-purpose (No.)

(b) Industrial (No.)

(c) Farming (No.)

(d) Others (No.)

Total of (a) to (d) above (No.)

27. Total membership of cooperative societies of all types

(a) Credit and multi-purpose (No.

(b) Industrial (No.)

(c) Farming (No.)

(d) Others (No.)

Total of (a) to (d) above (No.)

General

28. No. of meetings held of Block Advisory Committees (No.)

ANNEXURE III

ADDITIONAL LIST OF PROGRESS INDICATORS

(Information to be furnished every year along with the half-yearly Progress Report ending 31st March)

Agriculture and Animal Husbandry

1. Area under chemical fertilizers (acres)
2. Area under Japanese method of cultivation (acres)
3. Area under improved seeds (acres)
4. Seed multiplication farms set up (No.)
5. Chemical pesticides distributed (mds.)
6. Total area under green fodder (acres)
7. Area under fruits (acres)
8. Area under vegetables (acres)
9. No. of key villages
   - (a) A. I. Centres (No.)
   - (b) Breeding Centres for
     - (i) Cattle (No.)
     - (ii) Sheep and Goats (No.)
     - (iii) Poultry (No.)
     - (iv) Pigs (No.)
10. Total No. of Veterinary dispensaries functioning (No.)
11. No. of fingerlings supplied ('000 Rs.)

Reclamation

12. Waste and virgin land reclaimed (acres)
13. Area bounded, terraced or planted (acres)

Health and Rural Sanitation

14. Primary Health Centres functioning (No.)
15. Maternity and Child Welfare Centres functioning (No.)
16. Family clinic centres functioning (No.)

Education

17. Total No. of schools functioning:
    (i) Ordinary (No.)
    (ii) Basic (No.)
    (iii) No. of ordinary schools converted into basic type (No.)

18. Total enrolment in schools:
    (i) Ordinary Schools
        (a) Boys (No.)
        (b) Girls (No.)
    (ii) Basic Schools
        (a) Boys (No.)
        (b) Girls (No.)

Social Education

19. Total No. of literate adults in the Blocks
20. Youth Camps (Including A. C. C. and N. C. C. Camps)
    (i) No. of Camps held
    (ii) No. of persons participated

21. Children's Camps
    (i) No. of Camps held
    (ii) No. of children participated.

Communications

22. Pacca roads constructed (miles)

Housing

23. Total No. of houses:
    (a) Kacha (No.)
    (b) Pacca (No.)

24. New Houses constructed
    (i) Kacha houses (No.)
    (ii) Pacca houses (No.)

25. Model villages established (No.)
    (Where all houses are model houses)

26. No. of master plans prepared (No.)

27. Quantity of building materials used :

(a)

(b)

(c)

Rural Arts and Crafts

28. No. of persons trained at the Demonstration-cum-Training Centres.

(i) Refresher Training (No.)

(ii) Basic Training (No.)

29. Persons given financial assistance for industrial purposes.

(a) Loans

(i) No. of loanees (No.)

(ii) Amount advanced (Rs.)

(b) Grants

(i) No, of grantees (No.)

(ii) Amount granted (Rs.)

Cooperation

30. Amount of share capital raised in cooperative societies (Rs. '000.)

(a) Credit and Multipurpose

(b) Industrial

(c) Farming

(d) Others

Total (a) to (d) above

31. Amount of loans advanced to members of cooperative societies (Rs. '000)

(a) Credit and Multipurpose

(b) Industrial

(c) Farming

(d) Others

Total (a) to (d) above.

32. Amount of loans repaid by members to cooperative societies (Rs. '000)
    (a) Credit and Multipurpose.
    (b) Industrial
    (c) Farming
    (d) Others
    Total (a) to (d) above.

33. Godowns constructed by cooperative societies (No.)

34. Value of agricultural commodities marketed through cooperatives (Rs. '000)

35. Value of Cottage Industry products marketed through cooperatives (Rs. '000)

Local Bodies

36. Total No, of panchayats and other statutory bodies functioning.

37. No. of women enrolled as members (No.)

General

38. No. of meetings of State Development Committees held (No.)

(vii) Scientific Research and Community Development

NOTES

A meeting of the Minister and officials of the Ministry of Community Development, D. G. S. I. R., Heads of National Laboratories and other research organizations was held on Wednesday, the 27th March 1957 in New Delhi with a view to devising measures by which work in the research institutions could be related organically to the lives of the general public and the results achieved in the laboratories could be utilised for community development.

2. The Ministry of Community Development has been charged with the responsibility of awakening the rural population (and they constitute 80% of the total population) and the responsibility of evoking and attacking their problems and co-ordinating and pooling the answers that the various organisations offer.

Much that is being done in the field of science in the country has not reached these people. Means have to be devised for the promotion and application of science for community development. This requires the establishment of close relationship between research institutions on the one hand and the Community Development organization on the other.

3. The consensus of opinion of the heads of the research institutions who attended the meeting was that a number of processes developed in the laboratories could be extended with advantage to the people in the community development areas. Examples are the cow dung gas plant of the Indian Agricultural Research Institute ; pencils and match-sticks from bamboos ; mud-plaster in building construction ; local soils for road construction ; brick making machinery ; manufacture and tanning of leather goods ; wind mills for power, etc. Some of the National Laboratories are doing extension work already to a limited extent. In the opinion of the majority of the directors present, scientists may not be the best persons to bring forward the products of their researches and activities to the attention of the villager and this for the reasons that (i) the skill and activities of the scientists are required in his laboratory ; and (ii) he often does not have the right approach. The aptitude, orientation and outlook required of extension workers in the field are very different from those required of research scientists in the laboratory.

4. The Ministry of Community Development with its wide organization reaching the innermost parts of the country could be of considerable assistance in this task ; their active participation and co-operation are indeed essential if the work of the scientist and the technologist in the laboratory has to reach the masses. At the States level the Chief Minister is the Minister-in-Charge of Planning and Community Development and Chairman of the Development Committee. All Ministers are represented on the Development Committee of which the Development Commissioner is the Secretary. There is also a Committee of officials of which the Development Commissioner is the Chairman. The States organizations are directly connected with the Centre, and they are in a position to work effectively in the rural areas. The Ministry of Community Development is the co-ordinating agency at the Centre. There are extension wings in the Ministries, such as the rural housing Cell in the Ministry of works, Housing and Supply. It was purposed that a similar small extension cell might be set

up where required in each of the Research Institutions. In some laboratories, there are already a few extension workers : such staff might be appointed in other institutes also. In any case, there should be one officer at each institute designated as the person responsible for extension of applied research and also for dealing with such problems as may come from the field. The Officer should work in close contact and collaboration with the Development Commissioner of the State. The Development Commissioner or some other officer of his organisation should also be designated as the liaison officer to work with the extension officer of the laboratory.

5. The Director of the laboratory or the extension officer in the laboratory may be associated with the Committee of the Development Commissioner, and vice-versa the Development Commissioner of the State or his representative may be associated with the Scientific Advisory Committee of the laboratory.

6. In many cases it will be well if the processes which have been developed in the laboratories are first tried out in a small area near the laboratory under observation of the extension officer, the liaison officer and the scientists responsible for them : the cost of this may be borne by the laboratory. At the initial stage, it will be the technical responsibility of the laboratory to demonstrate satisfactorily the processes developed. At this stage, the officers of the Ministry of Community Development, the development Commissioner and the heads of other concerned departments of the State are naturally associated with the work. The responsibility for its further development over wider areas, however, must rest with the Ministry of Community Development through the State. Problems requiring scientific investigation which may arise at various stages can of course be referred to the laboratory. The general position may be reviewed from year to year.

7. In suitable cases advantages will accrue if laboratory arranges short term courses for training the officers deputed by the Community Development Organization, who would later spread the ideas and results to the public. Officers of the Community Development Ministry should in any case visit the research institutions, and familiarise themselves with the work carried out there.

(vii) Scientific Research and Community Development

The Conference agreed with the suggestions made in the Agenda Note, and was further of the opinion that it should be made possible for the Council of Scientific and Industrial Research, Ministry of Education and Scientific Research, and other scientific institutions to establish the results of their research not only in or nearabout the laboratories of the institutions but also under actual conditions in the villages through field trials and demonstrations.

(viii) Location of N. E. S. Blocks Around Training Centres and Research Institutes

NOTES

The Fourth Development Commissioners' Conference recommended that :—

> "It was absolutely essential that one NES Block should be located around the Training Centre, where the trainees can have their field experience. This could be given the first priority in the allotment of future Blocks."

This recommendation was based on the recognition that training would remain incomplete if there was not adequate field experience.

2. While action has been taken by some of the States it remains to be taken by others.

3. In recent discussions between the Ministries of Agriculture and Community Development, it was pointed out that there were still some institutions where no Block was located around the Training Centre and that some of the Principals of the Extension Training Centres were not in charge of such Blocks.

4. It is very necessary that early action is taken on this recommendation by locating a Block in close proximity of a Training Centre and while keeping a BDO for the Block for the day-to-day work, the Principal should be put in overall charge of the Block to enable him suitably to plan the field work of the trainees. The BDO would work as an Assistant to the Principal.

5. If there are any particular difficulties coming in the way of implementation of this proposal, they may be discussed. Some of the States where this practice has been in vogue and has given good results, can throw light on the practical problems, if any, created by this arrangement and how they were overcome; but it is very necessary that early steps should be taken to implement this recommendation of the Development Commissioners.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(viii) Location of NES Block Around Training Centre and Research Institute

The Conference reiterated the recommendation of the Nainital Conference that an NES block should be located around each Extension Training Centre and other similar institutions and strongly urged on the State Governments to implement the recommendation where this has not already been done. As regards placing of the principal of the training centre in overall charge of the block, the BDO being made to work as his assistant, the Conference agreed that there were certain administrative difficulties involved and the matter should be left to the discretion of the State Governments, until an all-India pattern could be evolved.

(ix) Post-Intensive Phase :

NOTES

Now that some blocks have already entered the post-intensive phase and more and more will every half-year, it has become necessary to review very carefully the position which is being reached at the end of the intensive development period and to condsider whether this holds out reasonable promise that in the post intensive period the Community Development as a programme of rural development and the N. E. S. as an organisation will continue as permanent patterns of development and organisation.

2. From the reports that have been reaching the Ministry as well as from the field observations of its officers, the general situation that is being reached at the end of the intensive period of development does not seem to be very encouraging. Not in every block is the entire staff being retained, as has been the intention. Very few development departments have a clear block

programme to be continued in the post intensive period for which they have provision in their budget and have undertaken responsibility of execution. Generally speaking extension work in the field of agriculture and health is proceeding satisfactorily but not everywhere are supplied adequate and in very few places have assured sources of supply for the block have been created. Some reports even indicate that not all the agricultural improvements being extended are striking root. The credit available through the cooperative sources is not adequate for the productive needs which are increasing as a result of the extension work. Taccavi loans are also inadequate and so also the money available for local works. Work in the field of Social Education is on a declining scale. The period of intensive development has no doubt created considerable awakening and enthusiasm in the people but it has created at the same time increased expectations that Government will promote social services and undertake local works of benefit on a larger scale. This expectation is not likely to be fulfilled as the situation stands at present in most blocks. The peoples confidence to undertake responsibility has increased but so also their expectation of getting assistance from Government. They have not been initiated fully into thinking in terms of their own responsibility to maintain the assets and services which have been created in the block, much less is their capacity being developed to the extent necessary, in terms of income and managerial skill, to unable them to do.

3. On the organisational side coordination has not been fully established in the working of the various development departments. The idea of the block organisation as the common agency which should be utilised by all the development departments, has not been fully accepted nor being worked upon. The block staff have not in all cases been made permanent nor taken over on the respective cadres of the concerned departments nor even have decisions been taken to do so. Doubts continue to be expressed in regard to the permanence of the N. E. S. pattern of developmental administration. The department having not fully participated in the preparation and implementation of the programme concerning them in the NES and CD periods, are not in all cases taking over responsibility for continuing the programme in the post-intensive period or for maintaining the institutions and services which have been created under the NES and CD programmes and which normally are to be maintained by them.

4. On the people's side the contribution which people have been making in works of local development has been very encouraging, but perhaps it would be true to say that this has not grown into real participation even at the end of the intensive development period. Group activities have not developed to any considerable extent nor are there many instances of projects in which the people themselves have taken the initiative.

5 On the whole, therefore, it would seem doubtful whether the situation that is being reached by end of the intensive developement period guarantees that Community Development as a programme and the NES as an organisation will become permanent pattern of development of the rural areas. If this is a correct assessment of the position, it would be necessary to review very carefully the entire working of the programme, the system of securing coordination in the working of the different departments, and such other matters, to decide what steps should be taken to correct the position.

6. The first point to be emphasised is that Community Developement is something different from and more than just development. The essential nature of Community Development and the NES may be summarised as consisting of the five features:—

(i) The idea of area development;

(ii) Creation of a pattern of administrative organisation for securing this development;

(iii) A coordinated approach in the planning and implementation of a programme of rural development;

(iv) Use of the Extension technique; and

(v) The development of human resources, emphasising the building up of people's organisations like panchayats and cooperatives.

In expounding the basic principles of the National Extension Service, the Deputy Chairman, Planning Commission, had observed in the Nainital Conference that the NES seeks to embody the efforts of the nation to build up a new life for itself and to create a new pattern of society in which there would be a fuller and richer life for all. The seventy million farm families had to be made aware of the productive possibilities of scientific agriculture and of their own capacity to act together as groups

and communities. The motive for improvement should come from the people themselves. Self-help is at the root of all reform, the State merely assisting with supplies and services and credit. The cooperative principle should be applied in its infinitely varying forms for solving the problems of rural life. Rural extension is a programme of aided self-help. All aspects of rural life should be considered and inter-related programmes of improvement should be comprehensive in content though there might be emphasis on special sides of it. *The entire machinery of the Central and States Governments should be re-organised and equipped for the responsibilities devolving on them under the new conception of the functions of administration in a Welfare State. The State Governments should ensure that all development expenditure in which the people have a part to play are incurred through the National Extension Service as a common agency.* The village panchayat and cooperatives must take root throughout the rural sector and function as the twin instruments of rural reconstruction. The Deputy Chairman had emphasised that rural improvement should be recognised as a single permanent process which is co-extensive with the whole range of rural life and the concern of every branch of administration reaching down to the district and the village. The continuity and unity of the movement can be ensured in practice only if the basic principles are always borne in mind.

7. We have to do very careful stock-taking to see if in the actual implementation of our programme due regard is being paid to these basic principles. It is not enough that development in the different fields of rural life, such as, agriculture, animal husbandry medicine and public health, education, village and cottage industries should continue in the post intensive phase through the effort of the various departments; what is required is that the basic ideas of Community Development and of the NES as a common organisation should combine to become the permanent pattern of our rural development. It is not, therefore, only a question of the various departments' accepting responsibility for carrying on development in their own spheres and securing financial allocations for the purpose in the post intensive period, but that they should continue to serve the idea of Community Development and the NES. It has, therefore, to be considered whether the programme as at present being implemented is going to achieve this objective at the end of the intensive period. It should be obvious that this will not be achieved

only by completing a programme of development however well prepared it may be. For this purpose in view, the achievement of the following objectives should be attempted during the NES and the CD periods :—

(i) The Block organisation must function truly as a common agency for all development departments at the Block level. It will follow that the administrative organisation in the various State Departments will have to take into account this fact and assign to this common agency its proper role.

(ii) Any reorganisation and strengthening of Technical Departments which is being undertaken now should fit in with the conception of the Block organisation being the common agency for all.

(iii) The powers which the B. D. O. will exercise on behalf of the different departments will have to be determined. He should have powers of a drawing and disbursing officer for the respective departments and the power to sanction schemes upto a certain level. The departments will then have some power of controlling and supervising his work.

(iv) The Block should become the unit of planning and development in the true sense. The full implications of this have to be understood and worked out and then implemented. The very first requirement is to carefully divide the whole State into Blocks in a manner as to disturb administrative arrangements to the least extent possible.

(v) The Five Year Planning must give due recognition to this idea of the Block being the primary unit of planning based on the idea of planned area development.

(vi) The Block plan should be an integral part of the total plan of each department. The programme should be of the respective departments in the preparation and execution of which the block agency should be fully used so that the plan is an integrated one, the people get the opportunity to participate in the planning and execution, and in the execution there is full coordination between the departments.

(vii) The block staff should be fitted in the respective departments, cadres right from the beginning. There should be no reduction in the block staff in the post intensive period. It was decided in Simla Conference that no staff should be withdrawn from any of the areas after the intensive period is over and such of the staff as in not provided in the NES pattern will have to be borne on the cadres of the regular departments of the State Government. This decision is not being universally observed. One of the reasons is the difficulty of the State Governments to meet the cost of the additional staff of which the Centre does not share half the cost. It is being examined whether it would be possible for the Centre to give some assistance for the staff which is to serve the whole block and is not attached to any institution, such as the two Gramsevikas or Stock-men, as distinguished from a doctor attached to a primary health centre or teachers attached to their schools. Each department should accept responsibility for finding its functionary for the block team. There should be absolutely no departure from this rule. This should go a great way in facilitating acceptance of the idea that the block organisation is the common agency of all departments.

8. The above objectives could not be fully achieved in the Second Five Year Plan. It has to be attempted more fully in the Third Five Year Plan. In the meantime, however, full advantage will have to be taken of the annual planning to secure these objectives. In the preparation of Third Five Year Plan the Planning Commission should require all the State Governments to prepare their plan for the rural sector on the basis of this idea of the block being the unit of development where the idea of planned area development must be applied. In this way there will be a planned and systematic approach which will ensure the continuity of the development in the post-intensive phase. The various Development Departments will then become responsible and will be enabled to secure/ adequate provision in their own budget for carrying on the development in the post-intensive blocks. It should be agreed that of the provision that is made in a department's budget for rural development, the pro-rate share of the post-intensive blocks must be worked out and spent in those blocks. Not only will this ensure planned development on a uniform pattern of the

countryside but it will also ensure that full advantage is taken of the intensive organisation being created in the blocks and of the developing response of the people being achieved through the Community Development Programme. For the same effort, therefore, greater advance can be registered.

9. It would be necessary to review carefully the programme being implemented in the CD & NES period from the block budget, the content of the programme, the emphasis being put on the different parts of the programme and the manner in which it is being implemented. Attention should be drawn to the remarks of the Deputy Chairman, Planning Commission, made in the Simla Conference when asking for a reorientation of our ideas about the nature of intensive development that should be done in the CD blocks. He had suggested that such work should be of a permanent character so that after an NES block has passed through the Community Project stage, there should be distinct evidence of permanent improvement in the economy of the village. He had indicated six lines of work that should be undertaken in the intensive stage.

(1) Consolidation of holdings.

(2) Improvement of irrigation facilities and contour-bunding in dry areas.

(3) Every family to have a programme of work for which it is assisted, the main aim being increased employment and production.

(4) Organising the cooperative movement for the purpose of making every family credit worthy.

(5) More money and labour should be available for works of benefit to the village or community.

(6) Women and Youth Movements should be more vigorous.

He strongly emphasised that programmes on the above lines should be organised in the Community Project areas if they are to serve that purpose and preliminary steps towards these should be taken when an NES block is established.

10. Here again careful stock-taking has become necessary at this stage. Has not the intensive development phase meant actually

only increasing the size of the programme in physical terms, pushing forward the work more vigorously and showing higher results in terms of targets and expenditure ? Securing of more permanent, significant and abiding results in Community Development requires intensive and steady effort in spheres in which visible and spectacular results are somewhat slow in showing up. In the intensive period effort has to be primarily directed towards generating a process and building up of organisations and people's institutions which will guarantee the success and permanence of the CD movement.

11. It has already been observed that people's contribution in works of local development is not growing into participation. Whether sufficient attempt is being made to promote group activities or projects in which the community themselves take the initiative, has to be considered. It is not good enough to form somehow groups of people to assist the block agency in the execution of local works. This does not convert the work into a truly community work nor does it secure the real participation of the people. Unless the people can be fully involved in a project there can be no guarantee that they will make the necessary effort to maintain the work afterwards. In this matter an *ad-hoc* approach and improvised solutions cannot give satisfactory and lasting results. It is of supreme importance that permanent people's institutions are created and helped to grow from strength to strength so that they can take charge on a permanent basis of people's programme of development such as the Community Development Programme is.

12. This question of maintenance does not seem to have received adequate attention so far, but it is a vital matter. Under the N.E.S. and C.D. Programme physical assets, like village roads, school houses, panchayat ghars, are being created on a large scale all over the country. With the present resources of the State Governments both in money and administrative capacity, it is by no means certain that they will be able to maintain these. All over the country we see neglect on such an appalling scale of the assets created in the past that further addition to these without assuring that they will be maintained, can hardly be a wise course. Their neglect will heavily recoil on our effort and programme particularly because the people are being made to contribute substantially towards the building up of these assets.

13. For securing a proper village planning and the maintenance of local works our approach has been to build up panchayats as the primary local self-governing unit for development. But progress in this direction is not keeping pace with the development of the assets and services which are being created under the NES and CD programmes. It has to be seriously considered whether the situation thus being created is not fraught with serious consequences in the future and if so, what remedial measures can and must be taken now. The same applies to the development of cooperatives. Extension work particularly in the fields of agriculture and village industries, if successful, is bound to create much greater demand for credit for productive use and the situation will again be very awakward, if the sources of cooperative credit are not strengthened with the same speed as the demand increases. It seems that hitherto we have been considering the development of panchayats and cooperatives as only facets in the programme more or less of the same importance as development of agriculture, improvement of public health, education etc. It is important to maintain the distinction between the development of panchayats and co-operatives as means of Community Development which alone will ensure the permanence and continuity in the improvement of living conditions in rural areas sought to be brought about through improvement of agriculture, public health etc. We have to review whether our programme in actual operation has not tended to become an end in itself and is not actually acquiring the appearance of an out and out operational programme for rural improvement of the same kind as, for example, the G.M.F. is for increasing food production. This programme is to be used for focussing attention on the essential of Community Development, for creating necessary response and awakening in the people, and for demonstrating the method of coordinated planning and the application of the extension techniques in the implementation of a programme of rural development. It is also to be used for bringing about coordination in the working of the different departments and in promoting the growth of effective local institutions. But perhaps more attention has been given to the speedy completion of the programme and not so much to the purpose it was intended to serve, as should have been the case. To place emphasis on the objectives of Community Development and the ideology behind it and make the operational programme serve as means for achieving the former should not stand in the way of rapid improvement of rural conditions. Between

the demand for the latter and the demand for securing it through Community Development, there is no real conflict. But we can have some of the former without having Community Development and in that way we are not likely to take the process very far, and the results may not be very lasting. We are bound to have improvement in rural conditions through Community Development and the process can indeed take us very for and give lasting results. If the situation is as stated or even substantially so, well thought-out and effective correctives have to be applied immediately. What these should be would require careful consideration of this Conference.

14. A major question which is yet to be considered is how the N.E.S. pattern will be eventually fitted into the local-self government pattern that will be developed in every state. Panchayats are now universally recognised as the primary unit of local government and also as the primary agency for village development, but there does not seem to have yet grown enough consciousness everywhere that the panchayats cannot really become effective without the support of a well conceived and effective higher tier of local Self-Government. Much less is there everywhere active consideration of this latter question. Unless the complete picture of local Self-Government is drawn now the proper integration of the N.E.S. pattern with the LSG pattern may present a serious problem afterwards. It is very likely that some of the functionaries in the N.E.S. pattern will become in future functionaries of the panchayats and others of the next higher local of L.S.G. This itself would be a sound development but has to take place on a planned basic. It is equally important that the respective responsibilities of the panchayats and the next higher tier of LSG for maintaining the services and assets that are being created under the development programme and for continuing the process of development, is defined as early as possible. Keeping their respective responsibilities in view, ways and means will have to be devised by which these local authorities will be assured of requisite powers, organisation and finance. All this will require detailed thinking and forward planning and the process must begin without further delay.

15. Despite all the efforts that have been made to define the correct role of the Development Commissioner and the organisation below him as one of coordinator and not of a separate development department, it is still believed by other departments and agencies that a separate developmant department has been created under

the Development Commissioner. The reason for this seems to be that the Development Commissioner had to be given an organisation even to perform the role of a coordinator and with a budget at his disposal and a programme to implement, he could not but create the impression that he was functioning as the Head of a development department newly created. In the circumstance then obtaining the arrangements made could hardly have been different. The idea of the NES to serve as the agency for all the development departments has unfortunately remained in the background. Emphasis has come to be laid on the other departments concentrating their efforts in the NES and CD blocks and assisting the NES and CD organisations in the implementation of the latters' programme. In this situation sometimes even this responsibility of a development department for its own programme has been weakened and more often full collaboration of these Departments has not been available to the Development Commissioner. The time has now come when it should be possible to alter this position to one in which the NES should be treated as the common agency of all the development departments and the funds available in the NES and CD schematic budgets should be pooled with the resources of the departments and there should be joint planning and implementation of a common programme. The responsibility for the programme should devolve more and more hereafter on the development departments concerned and so also the responsibility for strengthening their departments, building up Extension Wings wherever necessary and strengthening research so that the Community Development Programme could continue to grow. In the Development Commissioner's and his organisation's role as coordinator the emphasis should now be more and more on securing coordination through common planning and through common understanding and observance of basic policies and objectives rather than through day to day control and supervision. Coordination which in practice really amounts to day to day control and supervision however tactfully and ably attempted could only create resistance to the whole idea of coordination in others, particularly when the coordinator himself is regarded as the head of a development department with a programme of his own resembling very much the programme of the other development departments. It is, however, to be recognised that planning on a national level to which we stand committed will lose much of its reality unless the process travels down right

to the ground. Thus plans have to be worked up from below as much as plans formulated above have to be broken up into District and Block plans. It has, however, to be emphasised that coordination in planning must automatically lead to coordination in implementation. The process for securing common planning for the block should provide for making the fullest use of the Block organisation in the planning as also in the implementation of the commonly agreed to plan. This should be done without impairing, in the slightest degree, the ultimate responsibility of each department in respect of its own part of the plan. The Block organisation with its intimate contacts with the people and detailed knowledge of the block area when utilised for purposes of planning for the block, will naturally be in a very good position to not only secure the people's participation in the preparation of the plan but also in its implementation. The guidance that will be given to the Block organisation by the agencies of the different departments will ensure that the plan prepared for the block is in consonance with and fits into the overall plan of the department. Thus the key to the whole position would seem to lie in all the departments using the block agency for purposes of planning and implementation at the block level. This will secure planning from below, people's participation in the plan, a coordinated plan and finally implementation again with people's participation. Each department's part of the common plan will be in consonance with its overall plan and stand to gain enormously from the lateral support it will receive through the coordinated efforts of the other departments acting along side.

16. The time now seems to have come when the aim should be more and more to establish permanent and well planned patterns of development and institutionalised functioning rather than working on *ad hoc* plans and with improvised arrangements, as has been largely the case hitherto. From Vikas Mandals and Government provided taccavi credit we should move to permanent panchayats and cooperatives; from the block Advisory Committee and the District Devlopment Committee to Statutory Local Authority; from voluntary contributions to established tax resources; from the idea of making over certain development works to panchayats and other similar bodies to a regular assignment of the respective responsibilities of various authorities; from the idea of integrating the plan of local bodies with Government plans to one of comprehensive planning for the whole district with spheres of planning and development assigned to the respective agencies.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(ix) Post-Intensive Phase :

It was agreed that loan funds will have to be provided by the Government agency for some time to come for the post-intensive blocks. It would be useful at this stage to undertake a review of the contents of the programme so as to make it more effective. It was rocommended that, a special committee of Development Commissioners with representatives of the Ministry of Community Development, may be appointed to go into this question fully. [As Reproduced under Item IV (c)].

(x) Gramdan in Community Development

NOTES

(By Shri Shriman Narayan)

To begin with, Acharya Vinoba Bhave asked only for the donation of one-sixth of one's land to the landless labourers of the village. In this way, Vinobaji has so far collected about 4 million acres through the Bhoodan Yagya movement. But some villages in T. P. and Bihar, and later in Orissa and Tamilnad, agreed to donate all their plots of land, big and small, to Vinobaji for redistribution among the landless people. This new phase of the Bhoodan movement is now called "Gramdan". Vinobaji regards this Gramdan movement as a great-non-violent revolution of deep significance. Imagine all the agriculturists of a village donating all their lands to Bhoodan in a spirit of self-sacrifice and mutual cooperation and then receiving back plots of land in proportion to the number of members in their family! Could there be a greater revolution than this wonderful conversion of human minds and hearts? In one of the Gramdan villages in Koraput, Orissa, a man who had owned 24 acres before, got only 3½ acres at the time of re-distribution, while a person possessing no land at all received 5 acres because of a larger number of members in his family. And the beauty of it all is that the owner of 24 acres received 3½ acres at the hands of Vinobaji with gratefulness and in a spirit of dedication.

According to the present scheme, Gramdan lands are re-distributed to the villagers according to the size of their families generally at the rate of one acre for each member of the family. Conditions, of course, would vary to some extent from village to village. The families are allowed to cultivate the land and also pass

them on to the next generation so long as the rents are paid to the Gram Panchayat or Sabha. If the lands are left uncultivated by any family, they revert to the village community. The plots of land/re-distributed to the people cannot be sold or transferred. Any such re-arrangement could take place only with the sanction of the Gram Sabha. One tenth of the land donated in "Gramdan" villages is reserved for common cultivation on a cooperative basis. The proceeds out of this common land are to be used for paying the expenses on community services like the panchayat administration, village school, maternity homes, sanitation, cultural activities and village festivals. Holders of smaller plots of land could also practise cooperative methods in farming, harvesting, irrigational facilities, marketing etc.

Vinobaji is very keen that the Gramdan villages should now begin to lead a new kind of life. The re-distribution of land should lead to the establishment of new values of life. Vinobaji lays special emphasis on four aspects of rural reconstruction : 1. Equitable redistribution of land and cooperative farming, 2. Development of village industries, 3. Introduction of Basic Education and 4. Planning of village health on the basis of indigenous systems and local herbs. There are, of course, many other items of constructive work which will have to be undertaken in the villages. But Bhoodan, village industries, Basic Education and health are the four key-stones on which the edifice of our rural reconstruction would ultimately rest. Vinobaji is also very keen that village people should be allowed to develop the necessary initiative and self-confidence to plan out their development themselves. The State would surely assist them in their endeavours. But there must be a devolution of economic and political power on a very wide scale. If we desire to establish true democracy in India, Vinobaji maintains we must take the necessary steps to bring about Gramraj or the Government of the Village Communities. Says Vinobaji : "To the extent that power changes hands from the Government to the people, Ahinsa or non-violence will grow and the power of the State will gradually diminish and ultimately disappear."

In Tamilnad, Acharya Vinobaji is trying to receive a whole Taluk as a donation in the Bhoodan Yaga. In this way, this Bhoodan and Gramdan movement is becoming more and more revolutionary in its implication. In fact, it is the only effective and a far

superior answer to the challenge of authoritarianism. It is revolutionising the basic values of life and the method for achieving the objective is through non-violence, democracy and conversion of hearts in place of class-war, hatred and violence. Moreover, the Bhoodan and the Gramdan movements are able to touch the most backward and poorest sections of the population. It is being realised on all hands that our development schemes have not been able so far to ameliorate the economic condition of the lowliest sections of our people. We are able to advance credit only to those who possess land or some other forms of property. The have-nots have been able to get almost no assistance from the state. The Gramdan revolution shows us a new way in this direction. The cooperative way in Gram Raj is able to touch the felt-needs of the poorest sections in an effective manner. It is from this point of view that the Gramdan movement deserves utmost encouragement.

A reference has been made to the Gramdan villages in the Second Five Year Plan as well (page 208): "The practical success which is achieved in the development of Gramdan villages will have great significance for cooperative village development elsewhere in the country. Cooperative villages should receive in special measure the various forms of assistance specified earlier for cooperative farming societies. Two other aspects need to be emphasised. In these villages land revenue should be collected through the village panchayat. Secondly, depending on the form in which individual rights are held under the village community, credit and other assistance should be made available either to individuals on the strength of security which the community furnish or on the basis of shares which individuals hold in the village lands. Such adaptations in existing revenue and cooperative legislation as are required by the transformation from individual to cooperative or community holding of land should be carried out".

The points mentioned above should be taken up by the different State Governments without any further loss of time. It is absolutely necessary to provide the necessary facilities for Gramdan villages so that this movement may receive a further stimulus from the State. Otherwise, instead of encouraging this movement, we might slow it down owing to our existing rules and regulations for the collection of land revenue and the grant of credit facilities.

It is also necessary to bring about closest coordination between the Gramdan movement and the Community Projects and National Extension Services. We must devise various methods for doing so.

MAIN RECOMMENDATIONS AND CONCLUSIONS

(x) :—Gramdan in Community Development

It was felt that the work of Government agency in Gramdan villages could begin only after the lands had been donated and legal and administrative arrangements for the transfer and redistribution of the lands had been completed. The Conference however, agreed that the programme of work in Gramdan villages may proceed on the following lines :—

(1) Fullest possible assistance and encouragement should be given to the "Bhoodan" and "Gramdan" movement, because it generates that moral force and that proper atmosphere, which enables all the community development programme to be run much more effectively and fully in the villages which come under it.

(2) The Governmental agency should also help in the creation of the proper atmosphere for Bhoodan and Gramdan, and in distribution of land, which is secured as a result of Bhoodan or Gramdan.

(3) Legislation for giving legal sanctions to Bhoodan and Gramdan should be undertaken as early as possible where this has not been done. Copies of existing legislation in some States may be circulated to other states.

(4) The Gramdan villages, because of the special atmosphere generated there, should receive preference in the matter of the opening of blocks and the starting of community development activities there. When the village community unit is formed in such villages, it should be entrusted even with the work of collection of rent on commission basis, the commission being utilised for meeting the expenditure of the unit and for development purposes.

(5) It would not be feasible to break the compactness of the area of blocks. But where in a compact area a large number of villages were covered by Gramdan movement and a block was opened in that area, the Committee at the block level consisting of the representatives of the constituent villages and Sarvodaya workers, should have greater authority for planning and executing the various development programmes in the block and the governmental machinery in that block should work under the overall direction of this Block Committee ; but this block machinery will maintain its links with the parent departments as usual. If, in an existing block, some villages are covered by Gramdan movement or if in some villages large tracts of land have been donated in Bhoodan, it would be desirable to have in the Block Advisory Committee the Sarvodaya workers of that area also and the governmental agency will help in the furtherance of the ideas and programmes of the Sarvodaya workers in such villages and such tracts of land.

(6) The ultimate base will have to be the community unit, which will have the shape of either the village cooperative society or the village panchayat or a composit body. This can, even, have the form of a village self-governing body with the various wings for economic activities, legal functions, executive functions, etc.

(7) The existing difficulty of Gramdan villages in respect of procuring loans, because of the fact that the land does not belong to the individual has to be overcome. The community unit referred to in paragraph 6, whether it is of the character of a cooperative society or a panchayat will to a large extent solve this difficulty.

(8) Cooperative farming forms part of the national agricultural policy. Gramdan presents the most favourable conditions to work out successfully programmes of cooperative farming of several types Cooperative farming should therefore be encouraged in

Gramdan villages. This will demonstrate to other areas also the benefits of cooperative farming.

(9) It was felt that after agriculture, the next important subject which can receive greater impetus in Gramdan villages, would be the village and small industries; and every possible help and encouragement should be given to the growth and development of such village and small scale industries through the village bodies or village cooperative societies or similar institutions.

(10) The next important programme in such villages should be that of introducing basic education in all the schools of that area.

(11) In utilising funds during the post-intensive period priority should be given to programmes chalked out and decided upon by the village communities.

(xi)—Provision for Gram Sevikas in the permanent staffing pattern of the N.E.S.

NOTES

The Fourth Development Commissioners' Conference held at Simla in May, 1955, had recommended that the two Gram Sevikas provided in the Community Projects/Blocks should become a regular part of the N.E.S. staffing pattern. It has not so far been possible to implement this recommendation, mainly due to the lack of trained Gram Sevikas. They became available only from July, 1956. About 500 trained Gram Sevikas become available every year and they would be just sufficient for the C.D. Blocks.

The present position is that the N.E.S. staffing pattern provides for employment of 10 Gram Sevaks, who are supplemented by two Gram Sevikas on conversion of the N.E.S. Block into a C.D. Block. At the post-intensive phase, however, the two Gram Sevikas are withdrawn and posted to new C.D. Blocks, as the NES pattern does not provide for them. The result is that the work done in regard to the womens programme during the intensive phase of the block cannot be continued in the post-intensive phase under the present arrangement. It has been represented that provision should be made for the continuance of two Gram Sevikas

in each block during the post-intensive phase. As the staff in the post-intensive phase is to be retained on the N.E.S. pattern, it is for consideration whether the N.E.S. staffing pattern should be suitably modified in order to provide for two Gram Sevikas on a permanent basis, and if so how to arrange to obtain the required number of trained personnel and also to meet the additional expenditure involved. Views of Development Commissioners are invited.

MAIN RECOMMENDATIONS & CONCLUSIONS

(xi) Provision for gram Sevikas in the permanent Staffing of pattern of the NES

The need for provision of two Gram Sevikas in the permanent staffing pattern of the Block was accepted in principle, but in view of the dearth of trained Gram Sevikas and the inadequacy of funds in the block budget for expenditure on personnel, the Conference agreed that the existing position may continue for the present.

PART III

PROGRAMME

April 26, 1957

Morning Session: 11-00 A.M. TO 1-30 P.M.

1. Inaugural speech by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.

2. Review of the Programme by Minister, Community Development.

3. Announcements regarding composition of Sub-Committees Nos. 1—5 and their procedure.

Afternoon Session : 3-30 P.M. to 6-00 P.M.

Meetings of five Sub-Committees Nos. 1—5

April 27, 1957

Morning Session: 9-30 A.M. to 1-00 P.M.

1. Action on the recommendations of the Fifth Development Commissioners Conference.

2. Plenary session to consider reports of Sub-Committees 1-5

3. Announcement regarding composition of Sub-Committees Nos. 6-15.

Afternoon Session : 2-30 P.M. to 5-30 P.M.

Meetings of Sub-Committees Nos. 6-10.

April 28, 1957

Morning Session : 9-30 A.M. to 1-00 P.M.

Meetings of Sub-Committees Nos. 11-15

Afternoon Session : 2-30 P.M. to 4-0 P.M.
7-00 P.M. to 8-00 P.M.

Plenary session to consider reports of Sub-Committees Nos. 6-10.

April 29, 1957

Morning Session: 9-30 A.M. to 1.00 P.M

Plenary session to consider reports of the Sub-Committees. 11-15.

Afternoon Session: 2-30 P.M. to 4-00 P.M.

Meeting of the Sub-Committees Nos. 16-18.

Address by the Prime Minister 4-00 P.M. to 5-00 P.M.

April 30, 1957

Morning Session: 9-00 A.M. to 1-00 P.M.

1. Plenary session to consider reports of the Sub-Committees. 16-18.

2. Summing up by Minister, Community Development.

3. Valedictory address by Dr. Sampoornanand, Chief Minister, Uttar Pradesh.

4. Vote of Thanks.

MEMBERS OF SUB-COMMITTEE No. 1

(AGRICULTURE)

Chairman—SHRI P. N. THAPAR, I.C.S.,
Secretary, Ministry of Food & Agriculture.

Sl. No.	State/Ministry etc.	Name
1.	Andhra Pradesh	Shri I. J. Naidu.
2.	Assam	Shri S. R. Barua.
3.	Bombay	Dr. T. G. Shivname.
4.	Madhya Pradesh	Shri R. C. Murab.
5.	Madras	Shri E. U. Damodaran.
6.	Mysore	Shri N. S. Naga Kutti.
7.	Punjab	Dr. Arjan Singh.
8.	Uttar Pradesh	Shri K. A. P. Stevenson.
9.	-do-	Shri Ram Surat Singh.
10.	West Bengal	Shri E.A.R. Banerji.
11.	Jammu & Kashmir	Shri G. M. Butt.
12.	Kerala	Shri M. Abdussalam.
13.	Madhya Pradesh	Shri T. N. Bahel.
14.	Uttar Pradesh	Shri Govind Narain.
15.	Delhi	Dr. J. C. Ramchandani.
16.	Uttar Pradesh	Shri B. M. Pande.
17.	West Bengal	Shri H. Das Gupta.
18.	Tripura	Wing Commander M. Ramunny.
19.	Ministry of Food & Agriculture	Shri M. S. Randhawa.
20.	-do-	Dr. B. S. Kadam.
21.	-do-	Dr. R. J. Kalamkar.
22.	Ministry of Community Development	Shri B. R. Tandan.
23.	-do-	Dr. J. S. Patel.
24.	-do-	Shri Ibne Ali.
25.	Planning Commission	Shri M. S. Sivaraman.
26.	Ministry of Food & Agriculture	Shri S. C. Roy.
27.	Uttar Pradesh	Mr. F. B. C. Weber.

MEMBERS OF SUB-COMMITTEE No. 2

(ANIMAL HUSBANDRY & IRRIGATION)

Chairmen :

1. SHRI H. B. SHAHI,
Commissioner Animal Husbandry, Uttar Pradesh.
(for Animal Husbandry.)

2. SHRI B. P. SAXENA,
Additional Secretary (Irrigation), Uttar Pradesh (for Irrigation)

Sl. No.	State/Ministries etc.	Name
1.	Madras	Shri D. Pattabiraman.
2.	Mysore	Dr. K. S. Shetty.
3.	Orissa	Shri G. B. Singh.
4.	Uttar Pradesh	Shri G. P. Pande.
5.	Madhya Pradesh	Shri M. L. Sud.
6.	Uttar Pradesh	Shri B. P. Saxena.
7.	West Bengal	Shri N. Das.
8.	Uttar Pradesh	Shri Rameshwar Prasad.
9.	Andhra Pradesh	Shri G. Simhadri.
10.	Assam	Shri K. Balachandran,
11.	Kerala	Shri N.E.S. Raghavachari.
12.	Pondicherry	Shri C. S. Seshadri.
13.	Madras	Shri M. G. Rajaram.
14.	Madhya Pradesh	Shri N. Sundaram.
15.	Orissa	Shri B. Sivaraman.
16.	Planning Commission	Shri Nawab Singh.
17.	-do-	Shri P. P. Aggarwal.
18.	Ministry of Community Development	Dr. P. M. N. Naidu.
19.	-do-	Shri Abid Hussain.
20.	-do-	Shri D. S. Sinha.

SUB-COMMITTEE No. 3

(Programme for Women & Children)

Chairman-SHRI V. ISVARAN, I.C.S.,
Development Commissioner Bombay

Sl. No.	State/Ministry	Name
1.	Madras	Shrimati S. Soundaram.
2.	Andhra Pradesh	Shri C. Narasimham.
3.	Assam	Shri A. D. Adhikari.
4.	Bihar	Shri K. B. Sinha.
5.	Bombay	Shri Bhandarkar.
6.	Rajasthan	Shri A. P. Dewan.
7.	Madhya Pradesh	Shri P. K. Dave.
8.	Uttar Pradesh	Smt. V. Kurcood.
9.	-do-	Shri Raja Roy Singh.
10.	Punjab	Shri R. S. Randhawa.
11.	Jammu & Kashmir	Col. A. N. Chopra.
12.	Orissa	Dr. Gantayet.
13.	-do-	Shri T. N. Saraf.
14.	Ministry of Food and Agriculture	Dr. (Mrs.) R.D. Devdas.
15.	Planning Commission	Mrs. P. Naidu.
16.	Ministry of Community Development	Miss P. Das.
17.	-do-	Shri A. Mobin.
18.	-do-	Dr. T. A. Koshi.
19.	-do-	Dr. R. K. Singh.
20.	-do-	Col. Barkat Narain.
21.	Ministry of Commerce and Industry	Mrs. P. Johari.
22.	Ministry of Community Development	Shri H. P. Saxena.
23.	-do-	Miss P. Vakharai.
24.	Ministry of Education	Shri A. R. Deshpande.
25.	Ministry of Labour	Shri S. A. Qadir.
26.	Ministry of Home Affairs	Shri B. N. Maheshwari.
27.	-do-	Shri K. Radhakrishnan.
28.	-do-	Shri Vimal Chandra.
29.	Ministry of Health	Dr. N. Jangalwalla.

MEMBERS OF SUB-COMMITTEE No. 4

(COOPERATION)

Chairman-SHRI E.N. MANGAT RAI, I.C.S.,
Planning & Development Commissioner, Punjab.

Sl. No.	State/Ministries etc.	Name
1.	Andhra Pradesh	Shri K. Subramanya Naidu.
2.	Assam	Shri K. K. Phukan.
3.	Bombay	Shri F. N. Rana.
4.	Kerala	Shri P. Sivarama Pillai.
5.	Madras	Shri A. Palaniappa Mudaliar.
6.	Mysore	Shri B. P. Patel.
7.	Orissa	Shri S. Nanda.
8.	Punjab	Shri L. C. Vashista.
9.	Uttar Pradesh	Shri N. P. Chatterji.
10.	West Bengal	Shri A. Mitra.
11.	-do-	Shri K. P. A. Menon.
12.	Uttar Pradesh	Shri S. M. Goyal.
13.	Planning Commission	Dr. V. K. R. V. Rao.
14.	-do-	Shri Jhaverbhai Patel.
15.	Ministry of Community Development	Shri B. Mukherji.
16.	-do-	Shri A. D. Bohra.
17.	-do-	Shri P.M. Mathai.
18.	Ministry of Food and Agriculture	Shri M. P. Bhargava.
19.	-do-	Shri S. T. Raja.
20.	Reserve Bank of India	Shri R. C. Ryan.
21.	-do-	Shri A. N. Vij.
22.	-do-	Dr. C. D. Datey.
23.	Office of the Comptroller & Auditor General.	Shri O. K. Ghosh.
24.	Central Statistical Organisation	Shri S. Subramanian.

MEMBERS OF SUB-COMMITTEE NO. 5

(PANCHAYATS & LOCAL SELF-GOVERNMENT)

Chairman—SHRI O. PULLA REDDI

Sl. No.	State/Ministries etc.	Name
1.	Punjab	Shri S. N. Vasudeva.
2.	Uttar Pradesh	Shri J. B. Tandan.
3.	Assam	Shri S. K. Dutta.
4.	West Bengal	Shri S. B. Ray.
5.	-do-	Shri S. T. Banerjea.
6.	Madhya Pradesh	Shri P. S. Bapna.
7.	Mysore	Shri N. Putturangaswamy.
8.	Uttar Pradesh	Shri Bhagwant Singh.
9.	-do-	Shri B. K. Sharma.
10.	Manipur	Shri U.N. Sharma.
11.	Rajasthan	Shri B. Mehta.
12.	Pondicherry	Shri R. Subramaniam.
13.	Orissa	Shri A. Prakash.
14.	Jammu & Kashmir	Shri N. Kaul.
15.	Madras	Shri G. Venkatachalapathi.
16.	Ministry of Community Development	Shri S. L. Khurana.
17.	-do-	Shri G. F. Mankodi.
18.	Ministry of Health	Shri V. K. B. Pillai.
19.	Ministry of Community Development.	Dr. S. Sinha.

SUB-COMMITTEE No. 6

(EDUCATION)

Chairman-SHRI K. B. SINHA.
Director of Education, Bihar

Sl. No.	State/Ministry	Name
1.	Bombay	Shri Bhandarkar.
2.	-do-	Dr. T. G. Sivname.
3.	Uttar Pradesh	Shri Bhagwti Saran Singh.
4.	-do-	Shri Raja Roy Singh.
5.	-do-	Shrimati V. Kurcood.
6.	-do-	Shri H. B. Shahi.
7.	-do-	Shri Bhagwant Singh.
8.	-do-	Shri B. M. Pande.
9.	Madras	Shrimati S. Soundram.
10.	Andhra Pradesh	Shri I. J. Naidu.
11.	West Bengal	Shri K. P. A. Menon.
11-A	-do-	Shri B. P. Neogy.
12.	Rajasthan	Shri K. L. Barava.
13.	Jammu & Kashmir	Shri B. N. Mengi.
14.	Assam	Dr. S. R. Barua.
15.	Madhya Pradesh	Shri P. S. Bapna.
16.	Mysore	Shri Putta Rangaswamy.
17.	Pondicherry	Shri C. D. Daval.
18.	Planning Commission	Shri Nawab Singh.
19.	-do-	Shri M. R. Kothandaraman.
20.	Ministry of Community	Shri B. Mukerji.
	Development	Shri A. Mobin.
22.	-do-	Dr. R. K. Singh.
22.	-do-	Shri N. S. Mathur.
23.	-do-	Shri A. N. Sehgal.
24.	-do-	Shri Fahimud-Din Ahmed.
25.	-do-	
26.	Ministry of Food & Agriculture	Shri S. T. Raja. Shri S. C. Roy.
27.	-do-	Shri K. Radhakrishnan.
28.	Ministry of Home Affairs	Shri P. D. Shukla.
29.	Ministry of Education	Shri A. R. Deshpande.
30.	-do-	
31.	Ministry of Irrigation & Broadcasting	Shri L. R. Nair.
32.	Ministry of Community Development	Dr. S. Sinha. Dr. Paul Neurath.
33.	Others	

MEMBERS OF SUB-COMMITTEE No. 7

(GRAMDAN IN COMMUNITY DEVELOPMENT)

Chairman—SHRI GOVIND NARAIN I.C.S.,
Development Commissioner, u.p.

Sl. No.	State/Ministry	Name
1.	Punjab	Shri E. N. Mangat Rai.
2.	-do-	Shri S. N. Vasudeva.
3.	-do-	Dr. Arjan Singh.
4.	Uttar Pradesh	Shri J. B. Tandan.
5.	-do-	Shri K. A. P. Stevenson.
6.	-do-	Shri S. M. Goyal.
7.	-do-	Shri P. N. Kapoor.
8.	Madras	Shri E. U. Damodran.
9.	-do-	Shri D. Pattabiraman.
10.	-do-	Shri G. Venkatachalapathi.
11.	-do-	Shri M. G. Rajaram.
12.	-do-	Shri N. E. S. Raghavachari.
13.	Kerala	Shri P. S. Pillai.
14.	Orissa	Shri A. Prakash.
14 A.	-do-	Shri S. Nanda.
15.	West Bengal	Shri H. Dass Gupta.
16.	Andhra Pradesh	Shri O. Pulla Reddy.
17.	Delhi Administration	Dr. J. C. Ramchandani.
18.	Pondicherry	Shri P. K. Salvarajan.
19.	Others	Shri Shriman Narain.
20.	Ministry of Food and Agriculture.	Shri P. N. Thapar.
21.	Ministry of Community Development	Shri B. R. Tandan.
22.	-do	Dr. J. S. Patel.
23.	-do-	Shri Ibne Ali.
24.	-do-	Shri Abid Hussain.
25.	Planning Commission	Dr. V. K. R. V. Rao.

MEMBERS OF SUB-COMMITTEE No. 8

(COMMUNICATIONS AND HOUSING)

Chairman—SHRI C. NARASIMHAM, I.A.S.
Additional Development Commissioner

Sl. No.	State/Ministry	Name
1.	Madhya Pradesh	Shri M. Sood.
2.	-do-	Shri T. N. Bahel.
3.	Uttar Pradesh	Shri B. P. Saxena.
4.	-do-	Shri Gangesh Misra.
5.	West Bengal	Shri N. Das.
6.	-do-	Shri E. A. R. Banerji.
.	-do-	Shri S. Bandopodhyay.
8.	Jammu and Kashmir	Col. A. N. Chopra.
9.	Punjab	Shri L. C. Vashista.
10.	-do-	Shri R. S. Randhava.
11.	Mysore	Shri B. P. Patel.
12.	Rajasthan	Shri A. P. Dewan.
13.	Andhra	Shri G. Smiadhri.
14.	Bihar	Shri H. N. Thakur.
15.	Manipur	Dr. L.S. Negi.
16.	Pondicherry	Shri R. Subramanian.
17.	Ministry of Works Housing & Supply	Shri C. B. Patel.
18.	-do-	Shri S. P. Saxena.
19.	Ministry of Health	Dr. N. Jangalwala.
20.	Ministry of Community Development	Shri D.S. Sinha.
21.	-do	Col. Barkat Narain.
22.	-do-	Shri B. Mukhopadhyay.
23.	-do-	Shri H. P. Saxena.
24.	Planning Commission	Shri S. V. Ramamurti.
25.	-do-	Shri P. P Aggarwal.

MEMBERS OF SUB-COMMITTEE No. 9

(TRIBAL WELFARE)

Chairman—SHRI R. S. PANDE,
Joint Development Comm... oner, Bihar

Sl. No.	State/Ministry	Name
1.	West Bengal	Shri S. Roy.
2.	-do-	Shri S. T. Banerjea.
3.	-do-	hri Ajit Gupta.
4.	-do-	Shri B. Mehta.
5.	Rajasthan	Shri Ram Singh.
6.	Madras	Shri A. Palaniappa Mudaliar.
7.	Jammu and Kashmir	Shri N. Kaul.
8.	-do-	Shri G. M. Butt.
9.	Assam	Shri K. K. Phukan.
10.	-do-	Shri K. Balachandran.
11.	Orissa	Shri G. B. Singh.
12.	-do-	Dr. Gantayet.
13.	N. E. F. A.	Lt. Col. J. N. Ghosh.
14.	-do-	Lt. Col. G. S. Puri.
15.	Uttar Pradesh	Shri A. R. Bhatnagar.
16.	-do-	Dr. G. P. Chakravarati.
17.	-do-	Shri D. A. Qadri.
18.	Tripura	Wing Commander M. Ramunni.
19.	Bombay	Shri M. H. Shah.
20.	Pondicherry	Shri C. S. Seshadri.
21.	Ministry of Food & Agriculture	Dr. (Mrs.) R. P. Devdas.
22.	Ministry of Community Development	Miss P. Dass.
23.	-do-	Dr. T. A. Koshy.
24.	-do-	Shri A. Mobin.
25.	-do-	Dr. P. M. N. Naidu.
26.	Planning Commission	Mrs. P. Naidu.
27.	Central Social Welfare Board	Shri R. S. Krishnan.

SUB-COMMITTEE No. 10
(VILLAGE & SMALL INDUSTRIES)

Chairman—SHRI V. ISVARAN, I.C.S.,
Development Commissioner, Bombay

Sl. No.	State/Ministry	Name
1.	Andhra	Shri K. I. Vidyasagar.
2.	Assam	Shri A.D. Adhikari.
3.	Bihar	Shri Prasad.
4.	Bombay	Shri F. N. Rana.
5.	Kerala	Shri N. H. Rajkumar.
6.	-do-	Shri Abdulsalam.
7.	Uttar Pradesh	Shri R. S. Johari.
8.	-do-	Shri I. Hussain.
9.	-do-	Shri Ram Surat Singh.
10.	-do-	Shri N. P. Chatterji.
11.	-do-	Shri S. Dikshit.
12.	-do-	Shri Rajeshwar Prasad.
13.	-do-	Shri B. K. Sharma.
14.	Orissa	Shri T. N. Saraf.
15.	Madhya Pradesh	Shri R. C. Murab.
16.	West Bengal	Shri S. B. Ray.
17.	-do-	Shri A. Mitra.
18.	Rajasthan	Shri M. U. Menon.
19.	Mysore	Shri N. S. Nagakutti.
20.	-do-	Dr. G. Seshagiri Rao.
21.	Planning Commission	Dr. D. K. Malhotra.
22.	Reserve Bank	Shri J. C. Ryan.
23.	Khadi Commission	Shri V. L. Mehta.
24.	-do-	Shri Srinivasan.
25.	Ministry of Commerce & Industry	Mrs. P. Johari.
26.	-do-	Shri Satish Chandra.
27.	-do-	Dr. P.C. Alexander.
28.	Ministry of Community Development.	Shri C. F. Mankodi.
29.	-do-	Shri A. D. Bohra.
30.	-do-	Shri S. N. Bhattacharyya.
31.	-do-	Shri P. M. Mathai.
32.	-do-	Shri A. Sarkar.
33	-do-	Shri U. C. Ghildayal.
34.	Ministry of Home Affairs	Shri Datar Singh.
35.	Ministry of Labour	Shri S. A. Qadir.

MEMBERS OF SUB-COMMITTEE NO. 11

(PUBLIC HEALTH AND SANITATION)

Chairman—SHRI, M. G. RAJA RAM,
Additional Development Commissioner, Madras.

Sl. No.	State/Ministry	Name
1.	Bombay	Shri Bhandarkar.
2.	Uttar Pradesh	Dr. G. P. Chakravarty.
3.	-do-	Smt. V. Kurcood.
4.	-do-	Shri S. Dikshit.
5.	-do-	Shri Gangesh Misra.
6.	-do-	Shri B. P. Saxena.
7.	Madras	Smt. S. Soundram.
8.	Jammu & Kashmir	Col. A. N. Chopra.
9.	-do-	Shri B. N. Mengi.
10.	Orissa	Dr. Gantayet.
11.	-do-	Shri A. Prakash.
12.	Bihar	Shri K. B. Sinha.
13.	Madhya Pradesh	Shri M. Sud.
14.	Mysore	Dr. G. Seshagiri Rao.
15.	West Bengal	Shri N. Das.
16.	-do-	Shri S. Bandopadhyay.
17.	-do-	Shri S. Roy.
18.	Himachal Pradesh	Shri L. S Negi.
19.	Pondicherry	Shri R. Subramaniam.
20.	Rajasthan	Shri Ram Singh.
21.	NEFA	Lt. Col. G. S. Puri.
22.	-do-	Lt. Col. J. N. Ghosh.
23.	Ministry of Food & Agriculture	Shri S. T. Raja.
24.	-do-	Dr. (Mrs.) R. P. Dev Das.
25.	Ministry of Labour	Shri S. A. Qadir.
26.	Ministry of Health	Dr. N. Jangalwalla.
27.	Ministry of Works Housing & Supply	Shri C. B. Patel.
28.	Planning Commission	Mrs. I. Naidu.
29.	-do-	Shri M. R. Kothandaraman.
30.	-do-	Shri P. P. Aggarwal.
31.	Ministry of Community Development	Col. Barkat Narain.
32.	-do-	Shri D. S. Sinha.
33.	-do-	Shri N. S. Mathur.
34.	-do-	Shri A. Sarkar.
35.	-do-	Miss P. Dass.
36.	Others	Dr. Paul Neurath.

SUB-COMMITTEE No. 12

(INFORMATION AND PUBLICITY)

Chairman—SHRI K. BALACHANDARAN, I.C.S.,
Deputy Development Commissioner Assam

Sl. No.	State/Ministry	Name
1.	Uttar Pradesh	Shri Bhagwati Saran Singh.
2.	-do-	Shri Raja Roy Singh.
3.	-do-	Shri S. M. Goyal.
4.	-do-	Shri Ram Surat Singh.
5.	-do-	Shri R. Prasad.
6.	West Bengal	Shri B. P. Neogi.
7.	-do-	Shri H. Das Gupta.
8.	-do-	Shri Ajit Gupta.
9.	Kerala	Shri M. Abdussalam.
10.	Madras	Shri D. Pattabiraman.
11.	Bihar	Shri R. S. Pande.
12.	-do-	Shri H. N. Thakur
13.	-do-	Shri Prasad.
14.	Punjab	Shri R. S. Randhawa.
15.	Rajasthan	Shri A. P. Dewan.
16.	-do-	Shri M. U. Menon.
17.	Mysore	Shri N. S. Negakutti.
18.	Jammu and Kashmir	Shri N. Kaul.
19.	Planning Commission	Shri Nawab Singh, I. C. S.
20.	Ministry of Information & Broadcasting	Shri L.R. Nair.
21.	Ministry of Education	Dr. P. D. Shukla
22.	Ministry of Community Development	Shri B. Mukhopadhyay.
23.	-do-	Dr. R. K. Singh.
24.	-do-	Shri A. N. Sehgal
25.	-do-	Shri S. N. Bhattacharyya
26.	-do-	Dr. T. A. Koshy.
27.	-do-	Shri U. C. Ghildayal.
28.	Ministry of Food & Agriculture	Shri S. C. Roy.
29.	Ministry of Community Development	Dr. S. Sinha.

MEMBERS OF SUB-COMMITTEE No. 13

(IMPLEMENTATION OF THE PROGRAMME-PEOPLE'S SECTOR)

Chairman—SHRI P. S. BAPNA I A.S ,
Development Commissioner, Madhya Pradesh

Sl. No.	State/Ministry	Name
1.	Uttar Pradesh	Shri B. K. Sharma.
2.	-do-	Shri J. B. Tandan.
3.	-do-	Shri N. P. Chatterji.
4.	-do-	Shri H. B. Shahi.
5.	Andhra Pradesh	Shri K. I. Vidyasagar.
6.	-do-	Shri I. J. Naidu.
7.	Rajasthan	Shri K. L. Baraya.
8.	Punjab	Shri S. N. Vasudeva.
9.	-do-	Shri L. C. Vashista.
10.	Madras	Shri G. Venkatachalapathy.
11.	-do-	Shri A. Palaniappan Mudaliar.
12.	Kerala	Shri P. S. Pillai.
13.	Orissa	Shri S. Nanda.
14.	Mysore	Shri B. P. Patel.
15.	West Bengal	Shri S. T. Bannerji.
16.	-do-	Shri A. Mitra.
17.	Assam	Shri K. K Bhukan.
18.	Bombay	Shri F. N. Rana.
19.	Ministry of Commerce & Industry	Shri H. K. Mathur.
20.	Ministry of Home Affairs	Shri K. Radhakrishnan.
21.	Planning Commission	Shri S. V. Ramamurti.
22.	Ministry of Community Development	Shri G. F. Mankodi.
23.	-do-	Shri H. P. Saxena.
24.	-do-	Shri Fahimud-Din Ahmed.
25.	Others	Shri Shriman Narayan.
26.	-do-	Shri V. L. Mehta.
27.	-do-	Shri Srinivasan.

MEMBERS OF SUB-COMMITTEE No. 14

(Implementation of the Programme—Govt. Sector)

Chairman—SHRI B. MEHTA I. A. S.,
Development Commissioner, Rajasthan

Sl. No.	State/Ministry	Name
1.	Uttar Pradesh	Shri Bhagwant Singh.
2.	-do-	Shri A. R. Bhatnagar.
3.	-do-	Shri R. S. Johari
4.	-do-	Shri P. N. Kapoor.
5.	Assam	Shri S. R. Barua.
6.	-do-	Shri A. D. Adhikari.
7.	Mysore	Shri N. Patturangaswamy.
8.	Andhra Pradesh	Shri O. Pulla Reddi.
9.	-do-	Shri G. Simhadri.
10.	-do-	Shri C. Narasimham.
11.	Delhi	Dr. J. C. Ramchandni.
12	Pondicherry	Shri C. S. Seshadri.
13.	-do-	Shri P. K. Salvarajan.
14.	Madhya Pradesh	Shri T. N. Bahel.
15.	Bihar	Shri Dhojababu.
16.	Jammu & Kashmir	Shri G. M. Butt.
17.	Tripura	Wing Commander M. Ramunni
18.	Bombay	Shri M. H. Shah
19.	West Bengal	Shri H. B. Ray.
20.	Ministry of Home Affairs	Shri Datar Singh.
21.	Ministry of Commerce & Industry	Smt. P. Johari.
22.	Planning Commission	Dr. D. K. Malhotra.
23.	Ministry of Community Development	Shri R. Jagannathan.
24.	-do-	Dr. J. S. Patel.
25.	-do-	Dr. P. M. N. Naidu.
26.	-do-	Shri Ibne Ali.
27.	-do-	Shri Abid Hussain.

MEMBERS OF SUB-COMMITTEE No. 15

(FOURTH EVALUATION REPORT AND POST INTENSIVE PHASE)

Chairman—SHRI N. E. S. RAGHAVACHARI I. C. S.,
Chief Secretary, Kerala.

Sl. No.	State/Ministry	Name
1.	Uttar Pradesh	Shri Govind Narain.
2.	-do-	Shri B. M. Pande.
3.	-do-	Shri K. A. P. Stevenson.
4.	-do-	Shri D. A. Qadri.
5.	West Bengal	Shri E. A. R. Banerji.
6.	-do-	Shri K. P. A. Menon.
7.	ondicherry	Shri C. D. Dayal.
8.	Punjab	Shri E. N. Mangat Rai.
9.	-do-	Dr. Arjan Singh
10.	Madras	Shri E. U. Damodran.
11.	Bombay	Shri V. Isvaran.
12.	Orissa	Shri G. B. Singh.
13.	Madhya Pradesh	Shri R. C. Murab.
14.	Planning Commission	Dr. V. K. R. V. Rao.
15.	-do-	Dr. V. Nath.
16.	Ministry of Food & Agriculture	Shri P. N. Thapar.
17.	Ministry of Commerce & Industry	Dr. P. C. Alexander.
18.	Ministry of Works, Housing & Supply	Shri P. S. Saxena.
19.	Reserve Bank of India	Shri J. C. Ryan.
20.	Ministry of Community Development	Shri B. Mukerji
21.	-do-	Shri A, Mobin.
22.	-do-	Shri A. D. Bohra.
23.	-do-	Shri P. M. Mathai.

MEMBERS OF SUB-COMMITTEE No. 16

Agenda Item No. 8 (vi)—Administrative Intelligence—Key Indicators.

Chairman—SHRI E. N. MANGAT RAI, I.C.S.,
Planning & Development Commissioner, Punjab.

Sl. No.	State/Ministry	Name
1.	Uttar Pradesh	Shri Bhagwati Saran Singh.
2.	-do-	Shri Raja Roy Singh.
3.	-do-	Shri S. Dikshit.
4.	-do	Shri Bhagwant Singh.
5.	-do-	Shri I. Hussain.
6.	-do-	Shri S. M. Goyal.
7.	-do-	Shri P. N. Kapoor.
8.	-do-	Shri B. P. Saxena.
9.	-do-	Shri D. A. Qadri.
10.	Madras	Smt. S. Soundram.
11.	West Bengal	Shri K. P. A. Menon.
12.	-do-	Shri S. Bandopadhyay
13.	-do-	Shri Ajit Gupta.
14.	-do-	Shri M. Abdussalam.
15.	Andhra	Shri K. I. Vidyasagar.
16.	-do-	Shri O. Pulla Reddi.
17.	-do-	Shri G. Simhadri.
18.	Bombay	Sbri F. N. Rana.
19.	-do-	Shri M. H. Shah.
20.	Orissa	Shri T. N. Saraf.
21.	-do-	Shri A. Prakash.
22.	Bihar	Shri K. B. Sinha.
23.	-do-	Shri Dhojababu.
24.	Madhya Pradesh	Shri M. L. Sud.
25.	Mysore	Shri B. P. Patel.

Sl. No.	State/Ministry	Name
26.	Rajasthan	Shri Ram Singh.
27.	Assam	Shri K. Balachandran.
28.	Pondicherry	Shri C. D. Dayal.
29.	NEFA	Lt. Col. J. N. Ghosh.
30.	Ministry of Commerce & Industry	Mrs. P. Johari.
31.	Ministry of Labour	Shri S. A. Qadir
32.	Ministry of Information & Broadcasting	Shri L. R. Nair.
33.	Ministry of Food & Agriculture	Shri P. N. Thapar.
34.	Ministry of Works Housing & Supply	Shri C. B. Patel.
35.	Planning Commission	Shri S. V. Ramamurti.
36.	-do-	Dr. V. K. R. V. Rao.
37.	-do-	Dr. V. Nath.
38.	-do-	Dr. D. K. Malhotra.
39.	Ministry of Community Development	Shri R. Jagannathan.
40.	-do-	Shri B. Mukhopadhyay.
41.	-do-	Dr. P. M. N Naidu.
42.	-do-	Shri P. M. Mathai.
43.	-do-	Shri J. N. Sharma.
44.	-do-	Shri Abid Hussain.
45.	Cabinet Sectt.	Shri S. Subramanian.

SUB-COMMITTEE No 17

Agenda item No. 8 (i) Scale of people's contribution at the NES and CD stage.

" (ii) Non-diversion of funds from Block Budget.

" (v) Block Headquarters as the nucleus of rural-cum-urban township.

" (viii) Location of N.E.S. Blocks around training centres and Research Institutes.

" (xi) Provision for Gram Sevikas in the permanent staffing pattern of the N.E.S.

Chairman—SHRI N. PUTTURANGASWAMY, I.A.S.,
Additional Development Commissioner and Secretary to Government, Mysore.

Sl. No.	State/Ministry	Name
1.	Bombay	Shri Bhandarkar.
2.	Uttar Pradesh	Shri Rajeshwar Prasad.
3.	-do-	Shri Gangesh Misra.
4.	-do-	Shri Ramsurat Singh.
5.	-do-	Shri H. B. Shahi.
6.	-do-	Shri J. B. Tandon.
7.	Andhra	Shri I. J. Naidu.
8.	West Bengal	Shri S. T. Banerji.
9.	-do-	Shri H. Das Gupta.
10.	-do-	Shri A. Mitra.
11.	-do-	Shri B. P. Neogy.
12.	-do-	Shri S. Bandhopadhyay.
13.	Rajasthan	Shri A. P. Dewan.
14.	-do-	Shri K. L. Baraya Dy. Dev. Commissioner.
15.	Jammu and Kashmir	Shri B. N. Mengi.
16.	Madhya Pradesh	Shri P. S. Bapna.
17.	Punjab	Shri L. C. Vashist.
18.	-do-	Shri S. N. Vasudeva.

Sl. No.	State/Ministry	Name
19.	Bihar	Shri R. S. Pande.
20.	Himachal Pradesh	Dr. L. S. Nagi.
21.	Madras	Shri G. Venkatachalapathy.
22.	-do-	Shri E. U. Damodaran.
23.	-do-	Shri A. Palaniappa Mudaliar.
24.	Kerala	Shri P. S. Pillai.
25.	-do-	Shri N. H. Rajkumar.
26.	Delhi Administration	Dr. J. C. Ramchandani.
27.	Orissa	Shri G. B. Singh.
28.	N.E.F.A.	Lt. Col. G. S. Puri.
29.	Pondicherry	Shri C.S. Seshadri.
30.	Assam	Shri A. D. Adhikari.
31.	-do-	Shri K. K. Phukan.
32.	Mysore	Shri N. S. Nagakutti.
33.	-do-	Dr. G. Seshagiri Rao.
34.	Ministry of Health	Dr. N. Jangalwalla.
35.	Ministry of Commerce and Industries	Shri Satish Chandra.
36.	Ministry of Education	Shri P. D. Shukla.
37.	Planning Commission	Shri Nawab Singh.
38.	-do-	Mrs. P. Naidu.
39.	Ministry of Community Development	Shri G. F. Mankodi.
40.	-do-	Shri A. D. Bohra.
41.	-do-	Shri S. S. Shivapuri.
42.	-do-	Shri Fahimud-din Ahmed.
43.	-do-	Shri K. G. Bhandari.
44.	-do-	Shri H. P. Saxena.
45.	-do-	Shri U. C. Ghildial.
46.	-do-	Dr. R. K. Singh.
47.	-do-	Col. Barkat Narain.
48.	-do-	Dr. S. Sinha.

MEMBERS OF SUB-COMMITTEE No. 18

Agenda Item No. 8 (iii) Extravagance in ceremonies—preventive measures.

8 (iv) Youth organisations.

8(vii) Scientific Research and Community Development.

Chairman—SHRI S. B. RAY, I.A.S.,

Jt. Development Commissioner, West Bengal.

Sl. No.	State/Ministry	Name
1.	Andhra Pradesh	Shri C. Narasimham.
2.	Assam	Dr. S R. Barua.
3.	Bihar	Shri Prasad.
4.	Bombay	Shri V. Isvaran.
5.	-do-	Dr. T. G. Shivname.
6.	Madhya Pradesh	Shri T. N. Bahel.
7	-do-	Shri R. C. Murah.
8.	Madras	Shri D. Pattabiraman.
9.	Orissa	Dr. Gantayet.
10.	-do-	Shri S. Nanda.
11.	Punjab	Dr. Arjan Singh.
12.	-do-	Shri R. S. Randhawa.
13.	Uttar Pradesh	Shri Govind Narain
14.	-do-	Shri A. R. Bhatnagar.
15.	-do-	Shri R. S. Johari.
16.	-do-	Shri N. P. Chatterji.
17.	-do-	Shri K. A. P. Stevenson.
18.	-do-	Shri B. M. Pande.
19.	-do-	Shri V. Kurcood.
20.	-do-	Shri G. P. Chakravarti.
21.	-do-	Shri B. K. Sharma.
22.	West Bengal	Shri S Roy.
23.	-do-	Shri N. Das.

Sl. No.	State/Ministry	Name
24.	West Bengal	Shri E.A.R. Banerji.
25.	Kerala	Shri N. E. S. Raghvachari.
26.	Jammu & Kashmir	Shri G. M. Butt.
27.	-do-	Col. A. N. Chopra.
28.	Rajasthan	Shri B. Mehta.
29.	-do-	Shri M. U. Menon.
30.	Tripura	Wing Commander Ramunni.
31.	Pondicherry	Shri P. K. Salvarajan.
32.	-do-	Shri R. Subramanian.
33.	Ministry of Home Affairs	Shri Datar Singh.
34.	-do-	Shri K. Radhakrishnan.
35.	Ministry of Education	Shri A. R. Deshpande.
36.	Ministry of Works Housing & Supply	Shri S. P. Saxena.
37.	Ministry of Food & Agriculture	Dr. (Mrs.) R. P. Dev Das.
38.	Ministry of Commerce & Industry	Dr. P. C. Alexander.
39.	Planning Commission	Shri P. P. Aggarwal.
40.	Ministry of Community Development	Shri B. Mukerji,
41.	-do-	Dr. J. S.Patel.
42.	-do-	Shri A. Mobin.
43.	-do-	Shri Abne Ali.
44.	-do-	Shri D. S. Sinha.
45.	-do-	Dr. T. A. Koshy
46.	-do-	Dr. (Miss) P. Das.
47.	-do-	Shri S. N. Bhattacharyya.
48.	-do-	Shri A. Sarkar.
49.	-do-	Miss P. Vakharia.
50.	Council of Scientific & Industrial Research	Prof. M S. Thakkar.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 1

Item 5 (1) Agriculture

Recommendation No. 1

The Sub-committee on Agriculture enaoreses the view that a block-wise break-up of additional agricultural production in N.E.S. and C. D. Blocks should be aimed at and recommends that the minimum increase in additional production during the next three years should be of the order of 50% over the present figure in irrigated areas and 30% in areas with less than 30" of rain-fall, the first year accounting for at least 20% increase. The Sub-committee recognizes that in special conditions this minimum may have to be adjusted to suit local conditions.

Recommendation No. 2

The Sub-committee approves the idea that each village in a block should have an agricultural plan and targets for each item of agricultural production should be worked out on the basis of the funds available for this purpose from various sources.

Recommendation No. 3

The Sub-committee endorses the suggestion made in para 3 of the note that every block should have an agricultural programme of additional production and further recommends that the 50% increase in agricultural production should be not only in major crops like wheat and rice but in total agricultural production including commercial crops like jute, oil-seeds, cotton, etc.

Recommendation No. 4

The Sub-committee approves the proposal made in para 5 and 6 of the note and strongly endorses the suggestion that conscious effort be made to locate, indentify and utilise local group leaders at the average rate of 10 per village.

Recommendation No. 5

The Sub-committee endorses the proposal made in para 7 of the note that Youth Clubs are necessary for building up Farm

Leaders and recommends that at least 2 Youth Clubs be organised in each village level worker's circle.

Recommendation No. 6

The Sub-committee unanimously endorses the suggestion that the aim of demonstrations should be to have one entire holding for a farm plan demonstration for each village in addition to better production demonstrations on all the principal crops for demonstrating the combined effect of improved seeds, better cultural methods, etc. It further recommends that parties of farmers should be encouraged to visit blocks and institutions for seeing advanced practices such as adoption of green manuring, improved implements, etc.

Recommendation No. 7

The Sub-committee recommends the adoption of suggestions made by Dr. Taylor regarding Common Self-help Programme in para 9 of the note.

Recommendation No. 8

The Sub-committee reiterates Recommendation No. 1 that additional production in the N. E. S. Blocks should not be less than 50% over a period of three years, the first years taking care of at least 20% increase. This goal of 50% increase should be achieved both in the post-intensive as well as the intensive stage.

Recommendation No. 9

The Sub-committee recognises that consolidation of holdings should take place before an N. E. S. Block is taken over, is sour in principle, but fears that this will hold up the opening up of new blocks in some States and therefore recommends that codsolidation should not be made an invariable condition precedent to the opening of a block, but works such as alignment for irrigation channels and roads and soil conservation need not be undertaken till after consolidation of holding has taken place, provided consolidation operations are expected within reasonable time.

Recommendation No. 10

The Sub-committee accepts the suggestson made in para 13 that minor irrigation works which are likely to benefit a group

of farmers should be preferred to those conferring individual benefits subject to the reservation made in Recommendation No. 9 and that the aspect of fuller and wiser use of water should receive proper attention.

Recommendation No. 11

The Sub-committee supports the recommendation made in para 14 that targets of areas to be treated with soil conservation measures should be laid down.

Recommendation No. 12

The Sub-committee approves the recommendation made in para 15 that a suitable minimum programme for the reclamation of waste-land with the help of manual labour should be laid down.

Recommendation No. 13

The Sub-committee endorses the view set out in para 16 that by suitable adjustment in the cropping pattern and by utilising improved agricultural implements, the extension of double and triple cropping can be easily introduced and recommends that specific targets for increasing the area in double and triple croppings be determined.

Recommendation No. 14

The Sub-committee endorses the views expressed in para 17 of the note and recommends that more emphasis be laid on the percentage of the area covered with improved seed than on the quantity of seed distributed.

Recommendation No. 15

The Sub-committee recognises that the use of fertilizers is the first step towards immediate increase in production and recommends that by and large the use of phosphatic fertilizers be stepped up to the level of nitrogenous fertilizers, the actual proportions in different States depending upon the needs of the soil. The Sub-committee further recommends that each block should endeavour to consume 500 tons of fertilizer during the third year.

Recommendation No. 16

The Sub-committee accepts the recommendation made in para 19 of the note that in addition to preparing larger

quantities of better quality compost, the production of green manure has also to be promoted and that at least 50 mds. of organic manure should be applied to every acre of land in post-intensive blocks.

Recommendation No. 17

The Sub-committee recommends that in the post-intensive stage every acre of land should be covered with better methods of cultivation particularly line sowing.

Recommendation No. 18

In order to introduce improved implements for better timing of operations and to reduce the labour and power requirements for different operations, the Sub-committee recommends the setting up of a special technical committee to go into these questions. All zones should be represented on this Technical Committee.

Recommendation No. 19

The Sub-committee endorses the recommendation of the Estimates Committee that the feasibility of panchayats or co-operatives taking up plant protection work for the entire village on the lines of the malaria squads be examined and recommends that pilot projects be started in at least one village of each endemic block.

Recommendation No. 20

The Sub-committee endorses the recommenda.ions made in para 23 of the note particularly the one which emphasizes the replacement of less paying crops by more remunerative crops like cotton, jute, oil-seeds, coconut, papper, ginger, cashewnut, etc. and recommends that the production of crops like sugercane and fodders should largely be increased by intensive cultivation methods.

Recommendation No. 21

The Sub-committee accepts the suggestion in para 24 of the note for strengthening the supply line.

Recommendation No. 22

The Sub-committee agrees with Dr. Taylor's view that for the successful working of the Community Development

Programme, it is necessary to have complete cooperation between the Development Departments concerned and the N. E. S. staff. For this purpose the Sub-committee recommends that the recent order issued by the Ministry of Community Development determining the relationships between the District Agricultural Officer, the Block Level Specialist and the Block Development Officer is workable and should be given an adequate trial.

Recommendation No. 23

The Sub-committee recognizes the need for all the measures mentioned in para 26 and in particular emphasizes the urgent need for more research on kharif crops and crops of dry regions. It strongly recommends that immediate steps be taken to intensify research on evolving and propagating new seeds for them. It also recommends that possibilities of providing each V. L. W. with a soil testing kit be examined.

Recommendation No. 24

The Sub-committee endorses the suggestions made by Dr. Taylor and Mr. Wilson regarding the training of the Subject-matter Specialist in the Block, of those who train the V. L. Ws. and of the District Agricultural Officer. This three-pronged training programme will help in building up a team spirit for community development work.

Recommendation No. 25

The Sub-committee generally agrees with the recommendations in para 28 and particularly endorses the view that extension work in the fields of soil conservation, dry farming, better irrigation-water use and better farm management has suffered because of lack of trained personnel. To overcome this draw-back it recommends that the general-purpose Agricultural Officer should also receive training in these fields. The Sub-committee also recommends that where there are more than 10 blocks in a district, there should be an Additional District Agricultural Officer.

Recommendation No. 26

The Sub-committee recommends the suggestion that frequent review of progress reports by the Collector and the Divisional Commissioner would help in keeping up the tempo of work and that progress reports should lay more emphasis on the

areas benefited rather than on quantities of seeds, fertilizers, etc. distributed,

Recommendation No. 27

The Sub-committee feels that the programme of inspection envisaged in para 30 is sound and may be enforced and recommends that both the B. D. O. and the District Agricultural Officer should do intensive touring of the areas under them and that the District Agricultural Officer be provided with a jeep for this purpose.

Recommendation No. 28

To provide an incentive to the cultivator to adopt intensive measures and to achieve the increased targets of agricultural production, the Sub-committee recommends that minimum prices should be guaranteed for the principal crops and announced well in advance of the sowing season.

RECOMMENDATIONS OF SUB-COMMITTEE No. 2

Minor Irrigation Works

(i) The State Governments are advised to provide essential staff, which may be at least one Senior Irrigation Engineer for Planning and examining minor schemes and for direct liaison and contact with Development Commissioner.

(ii) Suggestion for diverting a part of Block grant for expenditure on the improvement in the conveyance of water to the fields is not recommended, but it is emphasised that steps may be taken to obtain a large measure of people's participation to achieve the same objective.

(iii) Sub-Committee recommends that a programme of about 50% of the budget provision may be provided for private Irrigation schemes, unless the scope for such schemes is limited on account of natural circumstances.

(iv) Repair and restoration of minor tanks.—It is recommended that 25% of the loan funds of the block grant may be earmarked for the purpose.

(v) Irrigation G. M. F. Sector—The Sub-Committee recommends that the Minor Irrigation Schemes should be executed under Community Development Programme and financed therefrom in

preferance to G. M. F. funds, and the latter utilised where more scope exists.

(vi) Subsidy for Minor Irrigation Works in Block may be granted on the same scale as admissible for G. M. F. Schemes under identical conditions.

(vii) Minimum Programme—The Sub-committee recommends that about 50% of the irrigation funds may be earmarked for encouraging and promoting private irrigation works like wells, pumping sets, tubewells etc.

Animal Husbandry

In the preamble to the C. P. A. note, which formed the basis of discussion, it has been laid down that "the principle objectives of animal husbandry programme are the increase in production and supply of milk, meat and eggs and the provision of efficient bullock power for agricultural operations throughout the country. Proper utilisation of certain animal products, such as wool, hair, hides and skins as industrial raw material, is also of considerable economic significance". The preamble further drew pointed attention to the importance of protective foods and the necessity for augmenting their production.

2. The Sub-committee noted with extreme regret that allotment provided in the Second Five-Year Plan for animal husbandry development (including fisheries) has been severely curtailed. It is common knowledge that the provision made in the First Five-Year Plan was quite inadequate. The States are now faced with the situation that quite a large field has to be covered with extremely restricted monetary provision. It has to be noted, therefore, that the developmental work that can be undertaken in the sphere of animal husbandry will necessarily be limited in accordance with the funds made available by the Government of India under their limited number of schemes supplemented by such funds as have been made available by the State Governments for the State sector in the Second Five Year Plan.

3. With the above background, the Sub-committee examined the details of the animal husbandry plans, which fall broadly speaking, in the following, categories :—

(i) Breeding

(ii) Disease Control

(iii) Nutrition

I—Breeding

4. Every State has been sanctioned a limited number of 'key villages' during the Second Five-Year Plan. The Sub-Committee noted that a number of 'key villages' were established during the course of the First Five-Year Plan. The essence of the 'key village' work lies in the fact that these centres have to be established in areas where some known breeds or types exist and the possibility of upgrading the cattle in those areas, with a view to produce large number of quality sires. Unfortunately, during the course of the First Five-Year Plan, a number of centres were established by the Community Development Administration in the Intensive Development Blocks, with the funds then available with them. These units were in addition to the centres jointly financed by the Ministry of Agriculture, Govt. of India and the State Governments. Some of these units did not conform to the strict requirements of the key village Pattern. These units have now been taken over, as part of the normalised blocks by the State Animal Husbandry Department and the lacunae in their effective working persists. *The Sub-Committee, therefore, recommends that furthere work in such of these pockets, where the possibility of its development on a satisfactory basis does not exist, should be stopped and for the remaining pockets extra funds should be provided with a view to bring them to the level of the pattern adopted by the Ministry of Agriculture.*

5. The Sub-committee sounds a note of caution in regard to the rapid extension of the artificial insemination work. This has become urgently necessary partly with a view to stabilise the existing work and partly to shape the future extension on a systematic and scientific basis. Though it is universally accepted that this technique provides a splendid tool in the hands of the breeders, its rapid and haphazard adoption in the States might do more harm than good to the key village pattern in general. The Sub-Committee, therefore, recommends *that in future extension of the key village work in the States particular stress should be laid on the quality of the training of men operating this scheme as also the environments under which this scheme is to be implemented.*

6. The Sub-committee re-iterates the urgent necessity for enacting the Livestock Improvement Legislation in those States

where this has not been done so far. Without this, it will not be possible to make any effective headway in shaping the key village work in the manner in which it is intended.

7. The Sub-committee strongly endorses the recommendation made in the C.P.A. note regarding *encouragement of breeders by grant of suitable subsidies or leasing out of land for fodder production or grazing.* Quite a number of private breeders, who are keen on developing and improving the stock available with them are handicapped either by finance or due to lack of suitable grazing area. It will, therefore, considerably improve the pace of cattle development drive and that also by harnessing the enthusiasm of the private breeders, which is the sinedqua non of improved animal husbandry all over the work. For this the Central and State Governments should provide the necessary pre-requisite to the promising breeders in the country.

8. Perhaps there will be no two opinions on the view that livestock improvement should progress side by side with the improvement in agricultural production in the country. Till the limiting factor of inadequate monetary provision for livestock improvement work persists, the State Departments of Animal Husbandry will not be in a position to keep pace in the field development as required by the corresponding progress in agricultural sector. The Sub-Committee, therefore, *recommends that as soon as financial resources permit, funds for livestock improvement work should be appreciably augmented with a view to ensure that this important aspect of the national work does not lag far behind.*

II—Disease Control

9. The progress achieved during the course of the first five year plan in this important sphere of animal husbandry work has been regarded as quite satisfactory and adequate provision exists in the Second Five Year Plan for augmenting the production of vaccine, eara, etc. for control of livestock epidemics in the field. Efforts are also in progress to train requisite technical field personnel for meeting the essential requirements of the country. For providing veterinary first aid in the villages, however, it is recommended that a *medicine chest should be provided to every village. These should be located with the Gram Panchayts. In the initial stages i.e. during the course of the plan period funds for the purchase of essential*

medicines should be provided by the Community Project Administration, but subsequently the replishment should be arranged by the Panchayats themselves.

III—Animal Nutrition

10. The Committee *strongly endorses the observations made in the C.P.A. note in respect of the improvement of fodder production in the States and the pressing necessity for augmenting the pace of this work which forms the pivot of sound animal husbandary development.* It is particularly stressed that this work, as suggested in the note, should not be considered the responsibility of one single agency, but should be undertaken on an effectively co-ordinated basis by the Agriculture, Revenue, Forest, Animal Husbandry and Planning Departments. Work on this pattern is already being taken up in some States and it is recommended that other States should also follow suit. Incidentally, the Committee is of the opinion that the scheme circulated by the Ministry of Agriculture, Government of India to the States in respect of immediate work on grow more fodder campaign should be considered as a starting point only and a much more comprehensive scheme should be formulated by the Centre for coping with this colossal problem. This comprehensive approach should embrace both the fundamental as well as applied aspects of the problem. A promising and feasible approach seems to lie in working out an agricultural rotation and introduction of such varieties as will yield not only more grain but also extra fodder. Likewise, extensive areas in the forests and with the panchyats have to be utilised for production of many more blades where only a few grew before. Special stress needs to be laid on the proper utilisation of paddy straw which forms the main ingredient of animal feed in a large part of the country. The process as detailed in the note of the C.P.A. needs urgent implementation efforts should be initiated for its adoption in all the paddy growing areas in the country. In this approach, the lead should be given by the Community Development Blocks.

The Committee further recommends *that all knowledge already available in respect of fodder and grasses should be put into effect in the States through the agency of the C.P.A.*

As to the popularisation of silo pits on the Bihar model it would be desirable to watch the progress of this work in that State before its universal adoption is recommended.

IV-General

11. *Milk:* Work is already in progress in different States on the measures necessary for augmenting milk supply and its utilisations in the fluid form as well as its products. The recommendations made by the Estimates Committee on this subject, viz.

(a) Pedigree bulls of reputed breeds for improving the dairy cattle should be supplied in areas where milk production is low.

(b) Loans should be granted for purchase of cattle of good milking breed to the prospective dairy farmers.

(c) Cooperative marketing of milk and milk products should be encouraged.

(d) Farmer should be trained in upkeep of dairy cattle and conversion of surplus milk into milk products

are endorsed for adoption by the States.

12. *Poultry Development :* Poultry development work is making rapid strides in the States. A major limiting factor at present is the supply of improved stock to the intensive and N.E.S. Blocks. For this, *it is necessary to increase the productive capacity of the State Farms. Necessary funds for this purpose should be Provided by the Central and State Governments.* This work can be further expended by purchasing quality eggs and birds from the villagers themselves. Lack of remunerative market is the main bottleneck at present and if poultry development is to take firm roots, efforts have to be made to organise cooperatives of primary producers with a view to ensure a remunerative price to the producers.

13. *Administrative Arrangements :* The Sub-committee strongly endorses the observations made in the C.P.A. note and *stresse's the urgent need for providing senior technical officers at the headquarters in the States for shouldering the progressively increasing responsibilites. Likewise, time has come for providing subject matter specialists in fields like poultry, piggery and sheep.*

RECOMMENDATIONS OF SUB-COMMITTEE (3)

Item No. 5 (7)—Minimum Programme for Women's Work

The Sub-committee considered at length the content of the Minimum Programme for women's work and its feasibility in

relation to available trained personnel and resources. It is stated in the Agenda Note that the minimum programme will be subject to variation according to availability of women workers and the stage of development already reached in each block. As far as finance was concerned, the sub-committee felt that this might not come in the way of the full implementation of the programme, considering that (a) many of the items in the programme did not involve high expenditure and (b) additional amounts required could be re-appropriated from other sectors. Such re-appropriations should be sanctioned freely. The main handicap was the non-availablity of trained women workers-official and non-official. In view of this, some of the delegates felt that the minimum programme mentioned in the Agenda Note was rather ambitious. Though it might be prescribed as an ideal to be aimed at, especially by bringing into this field non-official agencies to a greater extent than at present, it could not be prescribed as the minimum every block had to implement.

Next, the Sub-commitee considered how best the deficiency of workers could be removed. The question of continuing the Gram Sevikas during the post-Intensive stage is on the Agenda as a separate item. The Sub-committee was of the view that their continued employment in the Post-Intensive stage was essential if the minimum programme is to be carried out. At present, the staffing pattern permits their employment only in the intensive stage. This is perhaps due to shortage of trained personnel.

Trainig capacity must be enlarged so that large number of trained personnel become available. If sufficient response is not forthcoming to advertisements for such candidates, as has happened in one or two States, then the officer concerned should contact girls' high schools and vocational training institutions for women and make direct recruitment. The programmes of training of Gram Sevikas, at present, undertaken by different organisations should be integrated and a uniform syllabus and pattern of training should be introduced.

The system of "Gram Lakshmi" *i.e.*, employment of trained local women to assist Gram Sevikas, which is in vogue in Uttar Pradesh and one or two other States might be introduced in other States also with advantage. In order to overcome the shortage of personnel, women's organisations should be persuaded to take an increasingly larger part in the working of the women's rural

Programmes. Camps and study tours for village women should be organised in adequate numbers so as to equip them to take leading part in their own programmes. There should be adequate follow-up work to see that the effect of such camps and tours are not lost subsequently. Such camps, a delegate stated, also help to obliterate caste and sectional feelings.

In order to make available a larger number of educated women in villages, on whom the various development departmets could draw for employment in rural areas, it is necessary that village women, who are likely to study and work in villages should be helped financially to get for themselves the requisite education and training.

In order to make available the required number of women personnel for health services in rural areas, it is necessary to increase the capacity for training of such health personnel. If the training capacity is provided and stipends paid to candidates, the Sub-committee did not anticipate any difficulty in recruiting sufficient number of personnel.

Provision of housing at government cost will help greatly in overcoming prejudices of women in accepting posts in rural areas.

The Sub-committee felt that the following additional items might be included in the programme :—

(i) Removal of social disabilities-women from scheduled castes and backwards classes should be encouraged to join Mahila Mandals and other women's programmes.

(ii) Family planning education might be included in the "talks and discussion" programme.

(iii) Research may be undertaken to evolve labour-saving devices for the village home which are within the means of an average village family. Only if such devices are introduced in the village homes, will the village women find time to take part in activities like Mahila Mandals.

(iv) More emphasis has to be laid in the programme on beautifying village homes. Exhibition of beautiful homes may be arranged. Illustrated pamphlets on Interior Decoration, small flower gardens etc. might be brought out. It will have to be seen that what is

recommended in such exhibitions and pamphlets are within the reach of the average village family. This item in the programme will not only add to its cultural content but is also likely to provide additional employment in the production of these low-cost articles.

(v) In order to encourage women newly made literate to take books from the village library, a separate section of the village library might be kept for the use of the women in the Mahila Mandals or such suitable place, wherever possible.

SUB-COMMITTEE No. 4 CO-OPERATION

Recommendations

(*Notes.*) 1. Discussion in the Committee was based on the papers circulated by the Ministry of Community Development, and included in the agenda for the Conference. Nevertheless, recommendations are reproduced in full for facility and reference.

2. The recommendations in the note represent the consensus of opinion of the Committee but do not commit each individual member to all the points mentioned).

The Committee recommends the following minimum programme for co-operation during the Second Five-year Plan :—

(i) Administrative arrangements and facilities should be so planned and extended that every village is able to take advantage of the co-operative credit, or multi-purpose societies.

(ii) Whereas, it is recognised that, for the proper development of the co-operative movement, primary emphasis must be on quality, and as such there is danger in the fixing of quantitative targets, such targets have value in a programme of the present magnitude. In this background—(a) where a village was not previously served by a co-operarive society, the aim should be to persuade an adequate number of agricultural families to join a co-operative society during the pre-intensive stage so that the establishing of sound societies is feasible. (b) membership should be raised to cover 50 per cent of agricultural families during the intensive stage ; and (c) to 75 per cent during the five years

immediately following the end of the intensive phase.

(iii) Where a co-operative society is already functioning in a village, the aim should be to improve its membership and to revitalise it during the pre-intensive stage ; and thereafter to achieve the targets mentioned against (ii) (b) and (c) above.

(iv) To persuade each member to subscribe a minimum share capital of Rs. 10/-/- during the pre-intensive stage (either in lump sum or in instalments) and to raise this sum to 10 per cent of his annual production loan requirements during the intensive stage. During the five-year period immediately following the end of the intensive stage, the aim should be to persuade each family to subscribe 20 per cent of its annual production loan requirements.

(v) To train at least one member of the managing committee, and at least two other members of each society in the principles and practices of co-operation, by organising co-operators' camps at the rate of one camp per annum for each V.L.W. circle. This training programme should be drawn up and implemented so as to supplement the existing training arrangements in each State rather than to replace them.

(vi) Each block should be served by at least one co-operative marketing society, which should have a godown in addition to the storage available with credit societies. This recommendation is subject to the limitation of funds available in the plan for marketing societies. Facilities for pledging the crop should be made available through such societies as quickly as possible so that finance is easily available.

(vii) The godowns referred to in the preceding item should be utilised for storing seeds, fertilizers, implements, sprayers, dusters, etc. as well as agricultural produce.

(viii) While fixation of targets for the establishment of co-operative farming societies presents important practical and other difficulties, experiments in co-

operative farming should be undertaken in all post-intensive blocks where conditions are favourable.

(ix) Co-operative production and/or marketing in at least two of the following subjects should be undertaken in each block : (a) Dairying and Milk Supply (b) Poultry (c) Silk-worm rearing (d) Bee-keeping (e) Brick making (f) Oil crushing (g) Gur and Khandsari manufacture (h) Coir and mat making (i) other village industries which come under the Khadi and Villag Industries Commission, Handloom Board. etc.

(x) The N.E.S. Organisation should promote the use of credit for productive purposes and the timely repayment of loans. Co-operative Societies may, on the basis of production programmes, issue loans to their members. (There was difference of opinion which remained unresolved on the point whether such loans may be issued on the personal security of the member or whether the society should insist on such security from another member or members).

(xi) A survey should be carried out to determine the production finance required for the development of Agriculture, Animal Husbandry, Fisheries, Village and Cottage Industries, and a detailed plan should be prepared for providing the necessary credit and for linking marketing with credit. The question of the agency which is to carry out the survey needs to be examined.

(xii) In order to implement this minimum programme as well as to provide the necessary supervision and guidance, the Co-operative Department in each State will have to be, within the plan provision, suitably strengthened at the State, District and Sub-divisional levels.

(xiii) Suitable delegation of powers should be made to District or Sub-divisional Co-operative Officers to register societies.

2. The Committee recognised that the co-operative movement does not provide credit facilities to a large class of producers,

many of whom, while not creditworthy in the orthodox sense, would be in a position to increase their production and repay their loan if credit was available. It also recognised the need for providing credit to such persons, as well as the difficulties and risks involved in doing so through the co-operative movement. It recommends that there should be an examination of this problem with a view to discovering a suitable solution.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 5

Item No. 5(12)

Panchayats and Local Self-Government

1. The Constitution itself contemplates taking steps to organise village panchayats and endowing them with such powers and authority as may be necessary to enable them to function as units of self-Government.

2. Panchayats should be increasingly entrusted with developmental work. It should be the endeavour of every State to have all the villages covered as quickly as possible by panchayats. Towards this end, every revenue village may be constituted into a panchayat. However, if they village is small a panchayat may be constituted for a group of villages in order to make it a viable unit. In order that the panchayats function effectively they should be assisted by paid wholetime Secretaries or Executive Officers borne on a State cadre. The aim should be to have a wholetime paid Executive Officer or Secretary for each panchayat but to start with such officers may be appointed for major panchayats and groups of villages. There should be a separate organisation in-charge of panchayats at the State, District and Block level. The Officer at the Block level shall be the Extension Officer for panchyats who will be a member of the Block team. All panchayats shall be vested with certain minimum powers and responsibilites but Government may from time to time entrust them with additional functions and responsibilities having regard to the smoothness and efficiency of their functioning.

3. All panchayats shall be vested with certain minimum sources of revenue but those which are entrusted with additional functions and responsibilities shall also be assured of additional funds or resources, as the case may be. Panchayats should be given powers to levy house tax, vehicle tax, water tax wherever protec-

ted water supply is provided, and lighting tax where street lighting is provided. The State Governments may also show additional resources to panchayats, such as for example :

(a) Surcharge on land revenue where a portion of land revenue is not actually paid over.

(b) A portion of Entertainment Tax.

(c) Surcharge on Stamp Duty.

(d) Fishery rights.

(e) Cattle Pounds.

(f) Ferries.

(g) Panchayat forests.

4. Amongst the function which may be entrusted to panchayats which also come under NES and CD Programme, may be the following :—

(i) Framing and implementing programmes for increased agricultural production.

(ii) Framing and implementing all such programmes as will help to relieve local unemployment.

(iii) Raising village forests and grazing grounds.

(iv) Helping joint farming.

(v) Tree planting.

(vi) Organising Shramdan for community purposes.

(vii) Afforestation of waste land to prevent erosion.

(viii) Promotion of village and cottage industries.

(ix) Improvement of live stock.

(x) Encouraging youth organisations.

(xi) Implementation of programmes for the welfare of women and children.

(xii) Collection of small savings.

5. *Integration of block development work with panchyat work :*

In order to promote closer coordination between the Community Development work and panchayats, five Presidents of Panchayats shall be nominated to the Block Advisory Committee to represent the different areas in the Block.

State Governments should endeavour to cover the entire area with panchayts as early as possible, utmost priority being given to the NES and CD Blocks.

It is not desirable to entrust judicial powers to these village panchayats as they have enough developmental work in hand and if judicial powers are to be entrusted, separate Panchayat Courts would have to be constituted.

6. Legislation on the subject of Panchayats varies from State to State. As we are recommending a broad pattern considered suitable for the whole country we suggest that the Ministry of Community Development frame a Model Bill which may be circulated to all State Governments for their adoption, having regard to local conditions.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 6

Item 5 (6)—Education

The preamble to CPA note was the basis of discussion. The Sub-committee on Education considered at length the notes in the agenda and also the Memorandum on the recommendations and conclusions of the Conference of the few Directors of Education, Development Commissioners and Educational Secretaries of the States held on 17th April, 1957 in New Delhi. Recommendations given below represent the consensus of opinion of the committee and do not commit each individual member to them.

1. There was complete agreement about the block being accepted as primary unit for educational planning, development and administration.

2. It was generally agreed that the Social Education Organizers and the Sub-deputy Inspectors of Schools should be borne on a common cadre and should have similar prospects of promotion in the Department of Education, if they have similar educational qualifications. The same officers, however, will not combine both the functions at the same time. Bihar, Rajasthan and Bombay have already effected this administrative integration. Bihar and Bombay have already one Sub-deputy Inspector of Schools for each block.

Such S. E. Os. as do not have the necessary qualifications and are not in a position to acquire them should be considered as isolated cases. It was realised that each State will have to work out a detailed scheme for bringing about the adminstrative integration in the sphere of Education and Social Education which will take account of any special circumstances and problems that may exist in any State.

3. The Sub-committee was definitely of the opinion that there should be a separate section with a Joint Director of Social Education under the Department of Education.

The minimum qualifications for recruitment of S. E. Os. should be a graduate preferably with aptitude for social work and with background of rural service.

The channel of promotion for an S. E. O. should not only be in the Department of Education but also in the fields of panchayat organizations and block development assignments.

4. It was agreed that the woman S. E. O. should deal with social education work among women and children but the suggestion that she should have the power to inspect girls' schools was not acceptable by some States. It was pointed out that in some States because of shortage of qualified women many women have been recruited as S. E. Os. with much lower educational qualifications. Their absorption in the Education Department will have to be into grades of which the members have corresponding educational qualifications. In their case the State Governments should first provide opportunities for training facilities for absorption in the Education Department. If this is not possible then they be absorbed in the corresponding grades of the Education Department; failing which, as an ultimate resort they will be treated as isolated cases.

5. The Sub-committee endorsed the recommendation that the jurisdiction of the Sub-deputy Inspector should be co-terminus with the block. The representatives of the States, however, wanted to know if the Central Government, either the Ministry of Education or the Ministry of Community Development would be willing to meet the additional expenditure involved.

6. The Sub-committee accepted the recommendation that there should be a phased programme of educational development in the pre-NES. the C. D. and the Post-Intensive

phases as is the case already for other developmental fields like agriculture, health, animal husbandry, small scale industries, etc.

7. The Sub-committee endorsed the recommendation for constitution of an Education Sub-committee of the Block Advisory Committee. This Sub-committee, however, may not be entrusted with the responsibility of the administration of these schools.

8. The Sub-committee supported the recommendation contained in para 6 of the Agenda Notes that generally speaking the Community Development Programme should supplement the education programme of the State Government and should not include anything requiring big or recurring expenditure on a long-term basis.

9. The Sub-committee endorsed the minimum programme contained in sub-paras 1-5 of para 6 of Agenda Notes.

(a) It should be the responsibility of the development organization to see that the maximum number of children attend the existing schools and regularly; and also to obviate the minimum wastage in those classes. Particular effort should be made to secure the attendance of girls to the schools.

(b) The development staff should themselves as well as by organizing community effort in every possible way should bring about improvements in the condition of the schools and in the quality of its teaching, etc. *e.g.* conversion of primary schools into basic and organization and promotion of extra curricular activities. It may even be possible to get by this method improvements made in the living house of the school teacher and his condition of living so that more competent teachers can be attracted to the village schools. In this connection, the desirability of constructing residential accommodation for teachers on contributery basis should be considered.

(c) Special attention should also be paid to help the poor classes who are at present denied the

benefit of education because of their poverty. Various methods for the achievement of this objective can be attempted, including schemes for construction of hostels on contributory basis and giving subsidy to hostels to assits the education of the poor classes.

(d) There is a great demand for middle and higher secondary schools in the rural areas. A large number of poor students are prevented from prosecuting their studies further owing to lack of educational facilities nearby. The block organization can assist the upgrading of deserving primary schools by constructing additional buildings or providing additional equipments after the need for primary and middle schools have been met.

(e) There being very few girls' schools in the rural areas, efforts should be made to improve the existing conditions of co-educational schools in order to attract more girl students. The parents are usually reluctant to send their girls to schools which have no woman teachers. The suggestion about formation of a roster of village women to go to the schools was not considered feasible. As an alternative, therefore, it was suggested that a scheme of providing school mothers in primary schools should be given effect to, as far as possible.

10. The idea of starting pilot projects for free and universal primary education in typical areas was very much appreciated. It was suggested that the educational survey team operating under the Ministry of Education should make a survey of the blocks in which this experiment is proposed to be tried. The survey should indicate the location of primary, junior and higher secondary schools. It was suggested that the State Governments should direct their educational survey teams operating under the Ministry of Education Scheme to make a survey of blocks in which this experiment is proposed to be tried.

In this connection it was suggested that to facilitate planning of educational development on a block-wise basis, the

Education Ministry may be requested to issue supplementary instructions to State Governments to undertake the educational survey on a block-wise basis, wherever it is possible to do so. The State Governments may mark the boundaries of the blocks on the existing Survey of India Map to facilitate survey on a block-wise basis.

RECOMMENDATIONS AND CONCLUSIONS OF SUB-COMMITTEE No. 6

Agenda item 5 (6) :—Programme for Social Education

The discussions showed that though literature has been produced to clarify the concept of social education and the role of Social Education Organisers, yet there were still some doubts and lack of understanding among the people in general in regard to the nature, scope and role of social education. The role of Social Education Organisers may, therefore, be stated briefly as follows :—

1. To bring about a change in the outlook of the people and to help them to realise the possibilities for development through self-help projects.

2. To create in the village people an urge for better living and a desire for more knowledge relating to improvements in developmental activities such as agriculture, animal husbandry, health, cottage industries, home and family, etc.

3. To help in organising the people through the formation of Panchayats, co-operatives, farmers' associations, Youth clubs, Women's clubs etc.

4. To promote education and adult education in the villages. These would include persuading the parents to make better use of the existing schools and making the schools more useful in the Community Development activities, organising literacy compaigns, literacy classes, rural library, etc.

5. To organise art, cultural and recreational activities such as folk dances, kirtans, bhajans, exhibitions and melas.

6. To develop rural leadership through training camps study tours and group discussions.

The following minimum programme is recommended for N.E.S. and C.D. Blocks.

For N.E.S. Block

I. Literacy Programme.

1. Literacy centres 20.
2. Stationary libraries in 10 villages.
3. Circulating library sets 20.
4. Wall news boards in 20 villages.

II. Recreational and Cultural Programme.

1. Bhajans, folk songs, kirtans and kathas well organised in 10 villages.
2. Bhajan mandali in every village.
3. Physical welfare activities in every village. Games clubs, like volley ball club in 10 villages. Akharas in 10 villages.

III. Youth Welfare Programme

1. Organising youth clubs, young farmers' clubs and other youth welfare activities in 10 villages.
2. Organising Gram Raksha Dal in every village.

IV. Leadership Training

1. Organising training camps for village leaders.
2. Special training camps for the following :—
   (i) Agriculture, Animal Husbandry, Minor Irrigation.
   (ii) Village Industries and Rural Housing.
   (iii) Public Health, Sanitation, Education and Social Education.
   (iv) Co-operation, Panchayats and Village Communications.
   (v) Women's programme.
3. Organising two study tours for village leaders.

V. *Community Centres*

1. At least one fully developed community centre in a model village, and 10 ordinary Centres.

2. In other villages, there should be some common meeting place for the villagers to carry on community activities.

VI. *Education Programme*

1. Promoting the general educational programme in the Block.

2. Persuading parents to make better use of the school facilities for children's education.

3. Working towards closer integration of Social Education towards closer integration of Social Education with the Education Department.

4. Organising Vikas Melas, at least four melas in a Block.

VII. *Women's Programme*

As already decided under Agenda item 5(7).

For C.D. Blocks.

I. *Literacy Programme*

1. Literacy centres 40.
2. Stationary libraries in 20 villages.
3. Circulating library sets 20.
4. Wall news boards in 40 villages.

II. *Recreational and Cultural Programmes*

1. Bhajans, folk songs, kirtans and kathas well organised in 50 villages.

2. Bhajan mandali in every village.

3. Physical welfare activities in every village. Games clubs, like volley ball club in 20 villages. Akharas in 20 villages.

4. Play grounds in 20 villages.

III. Youth Welfare Programme

1. Organising youth clubs, young farmers' clubs and other youth welfare activities in 25 villages.
2. Organising Gram Raksha Dal in every village.
3. Organising youth clubs rally 2 in a Block.
4. Organising youth club excursions—4.
5. Youth leaders' training camps—2.

IV. Leadership Training

1. Same as in N.E.S. Block (1 and 2).
2. Organising 4 study tours for village leaders.

V. Radio Programme

1. Organising radio listening groups and arranging for the distribution of radio sets (there is provision for the distribution of one radio set for every 10 villages).
2. While considering the radio programme under item 5 of the agenda the Project on Farm Forum tried out at Poona was brought to the notice of the Sub-Committee by Dr. Paul Neurath, Fulbright Professor of Social Research. The Group commends it to the Ministry of Community Development with the request that it may consider how this Project can be worked into the general programme of social education.

VI. Community Centres

1. One good Community Centre in each Gram Sewak's circle and ordinary centre in each of the other large villages.

VII. Education and Social Education

1. Promoting the general educational programme in the Block.
2. Persuading parents to make better use of the school facilities for children's education.
3. Working towards closer integration of Social Education with the Education Department.

4. Vikas melas—one big mela for the whole block and regional melas.

5. Publication of a rural newsheet fortnightly or monthly.

VIII. Women's Programme

As already decided under Agenda item 5 (7).

IX. The Janta College

From the accounts and the reactions of the members with experience and knowledge of the working of Janta Colleges in this country and similar institutions abroad, it appears that there is an inadequate appreciation of the aims and objectives of Janta College. The Janta College has become either a training centre for social education, or a vocational school at a very low level. The important role which this institution can play in stimulating the rural population towards better living, in the training of Panchayat members and Youth Leaders, was fully recognised, as also the need for more thinking on the subject. It was agreed that the Janta Colleges should be co-operative enterprise of the Education and the Development Departments. A Committee of the two departments should review its working in each State and recommend its reorganisation with a view to make it a more effective agency for the achievement of the objectives which had inspired the founders of the Danish Folks Schools. It was however realised that our Janta Colleges cannot and should not be exact replicas of the Danish Folks Schools.

X. The Sub-Committee considered the programme of Arts and Aesthetics in the N. E. S. and C. D. Blocks and recommended as follows:—

1. It is suggested that arts should be used to enrich and humanise the lives of the people and that the State Governments should encourage folk art activities in the rural areas.

2. Children's books and books for neo-literates should be illustrated in folk art symbols so that the neglected designs are revived and understood. This would also lead to a revival of the creative instincts in the people.

3. Exhibitions of folk arts and publications of beautiful creative work should be undertaken.

4. Exhibitions of ideal homes should also be organised and audiovisual methods may be adopted to enable the people in the rural areas to know the various ways of beautifying their homes.

5. Art activities should be organised in the Community Centres in order to provide healthy relaxation to the people.

6. Services of good artists in the rural areas should be obtained for painting murals and making sculptures to decorate the Community Centres of the Development Blocks.

7. Artists and craftsmen may also be encouraged and helped to organise classes for adults and children. Desirability of the basic schools laying emphasis on Art may also be stressed.

8. The State Governments may codsider steps for the encouragement of folk arts in the rural areas. Social Education Training Centres are at present giving training and guidance to the S. E. Os in arts and aesthetics for reviving and popularising them.

9. The Development Departments should provide some financial assistance to the block personnel for organising activities on the lines stated above.

SUB-COMMITTEE No. 7

Gramdan in Community Development

1. This group recommends that fullest possible assistance and encouragement should be given to the 'Bhudan' and 'Gramdan' movement, because it generates that moral force and that proper atmosphere, which enables all the community development programmes to be run much more effectively and fully in the villages which come under it.

2. The governmental agency should also help in the creation of the proper atmosphere for Bhoodan and Gramdan and in

distribution of land, which is secured as a result of Bhoodan or Gramdan.

3. In States where no legislation has so for been enacted for giving legal sanctions to Bhoodan and Gramdan, it is recommended that necessary steps should be taken early.

4. The Gramdan villages, because of the special atmosphere generated there, should receive preference in the matter of the opening of blocks and the starting of community development activities there. When the village community unit is formed in such villages, it should be entrusted even with the work of the collection of rent on commission basis, the commission being utilised for meeting the expenditure of the unit and for development purposes.

5. It will not be feasible to break the compactness of the areas of blocks. But where in a compact area a large number of villages are covered by Gramdan movement and a block is opened in that area, the Committee at the block level consisting of the representatives of the constituent villages and Sarvodaya workers, should have greater authority for planning and executing the various development programmes in the block and the governmental machinery in that block should work under the overall direction of this Block Committee; but this block machinery will maintain its links with the parent departments as usual. If, in an existing block, some villages are covered by Gramdan movement or if in some villages large tracts of land have been donated in Bhoodan, it would be desirable to have in the Block Advisory Committee the Sarvodaya workers of that area also and it would be the duty of the governmental agency to help in the furtherance of the ideas and programmes of the Sarvodaya workers in such villages and such tracts of land.

6. The ultimate base will have to be the community unit, which will have the shape of either the village cooperative society or the village panchayat or a composite body. This can, even, have the form of a village self governing body with the various wings for economic activities, legal functions, executive functions, etc. The exact form of this village organisation may be evolved after further discussion between the community development agencies and the Sarvodaya workers.

7. The existing difficulty of Gramdan villages in respect of procuring loans, because of the fact that the land does not belong to the individual has to be overcome. The community unit referred to in paragraph 6, whether it is of the character of a cooperative society or a panchayat will to a large extent solve this difficulty.

8. It was also felt that after agriculture, the next important subject which can receive greater impetus in such Gramdan villages, would be the village and small scale industries; and every possible help and encouragement should be given to the growth and development of such village and small scale industries through the village bodies or village cooperative societies or similar institutions.

9. The next important programme in such villages should be that of introducing basic education in all the schools of that areas.

10. In the utilisation of funds in the post-intensive period priority should be given to programmes chalked out and decided upon by the village communities.

RECOMMENDATIONS OF SUB-COMMITTEE 8 (i)

Item No. 5 (10) of the Agenda-Communications

The Sub-Committee recommended as follows: –

(i) Alignment of roads should, as far as possible, be straight.

(ii) While forming roads, State Governments be requested to keep in view the minimum requirements of future needs and secure sufficient land to form roads to meet those requirements.

(iii) State Governments be requested to prescribe building line as far as possible, in order to prevent ribbon development.

(v) In order to prevent portions of roads being washed out for want of culverts, either culverts or causeways, as the case may be, should be built.

(v) It would be desirable to adopt proper specifications in the constructions of metalled roads so as to avoid unnecessary maintenance costs.

(vi) About 50 per cent of the provision under 'Communications'

both in the NES and CD stage be spent on providing culverts to earthen roads formed by the people.

(vii) Where earthen roads already exist, culverts should be provided from C. D. funds on the basis of 50 per cent contribution from the people.

(viii) Construction of short lengths of metalled roads to serve as approach roads should be encouraged on 50 per cent contribution basis.

(ix) Construction of long lengths of metalled roads from NES/CD funds which are not substantial be avoided, as far as possible.

(x) The Committee is of the opinion that it is rather too early to introduce stabilized-soil road making in NES/CD Blocks, but this is, however, a matter for the State Government engineering experts to decide.

(xi) The road programme in CD/NES Blocks should be utilised for the acceleration of overall planning of district and feeder roads.

(xii) As soon as a road is constructed, its ownership and maintenance should be transferred either to the Panchayat or to the appropriate local body, as the case may be. Where there is no Panchayat in a village to take over any particular road or roads, a local unit of people's organisation should be formed and it should be entrusted with the work of maintenance of the road, the Block staff providing the necessary assistance.

RECOMMENDATIONS OF SUB-COMMITTEE 8 (ii)

Item No. 5 (11) of the Agenda—Rural Housing

The Sub-Committee recommended as follows:—

(i) That for a few selected villages in each Block, where villagers are prepared to reconstruct or improve their houses on aided self-help basis, master plans be prepared;

(ii) that the use of local materials should be encouraged;

(iii) that type designs for houses be prepared to serve as a guide;

(iv) that quarters constructed for VLWs and others should match with rural environment and must serve as models for the villagers to adopt;

(v) that co-operative societies should be formed for manufacturing building material, such as bricks, lime tiles. etc;

(vi) that wherever funds permit either in NES or CD from the provision made for 'Housing', they should be utilised on Rural Housing. It is, however, felt that funds provided in NES/CD schemetic budgets for construction of quarters for staff may not be adequate enough to leave any balance for rural housing and consequently, it will not be possible to fulfill any minimum programme from within the Block budgets;

(vii) that a Rural Housing Cell should be established in each State and it should form part of the Rural Housing Programme under the Second Five Year Plan.

RECOMMENDATIONS OF SUB-COMMITTEE No. 9

Agenda item 5 (8)—Tribal Welfare (27. 4. 1957)

The Agenda Notes circulated by the Ministry of Community Development formed the basis of discussions by the Sub-committee,

Recommendation No. 1

(a) As regards the general considerations to be borne in mind in dealing with the programme for the Adibasi areas, the Sub-committee endorsed the suggestions made in the Agenda Notes regarding decentralisation of services, ensuring greater mobility for the staff, the need for the staff to develop a better understanding of the culture and community life of the Adibasis, a more multipurpose approach to the programme and the necessity for exercising greater care in selecting various items of the programme to be implemented in these areas.

(b) In order, however, that all the members of the staff to be employed in the blocks in the tribal areas acquire some basic understanding of every development programme the Sub-

committee considered that arrangements should be made to impart basic training in all the subjects to these staff at the Extension Training Centres in addition to the specialised training in their own respective subjects by making suitable modifications in the curriculum of their training wherever necessary. As regards the staff already in position in the blocks, some kind of an orientation course may be necessary.

(c) It is the considered view of the Sub-committee that it is not necessary to have multipurpose Extension Officers in the tribal blocks as a rule; but if in any State adequate number of subject-matter specialists are not available, there may be no objection to have multipurpose Extension Officers dealing with all kinds of programmes in specific areas of the block.

(d) It was stated that in some States the plan for the schematic period had not yet been prepared. The Sub-committee considered that the preliminary survey of the block and the preparation of the schematic programme should be finalised in all the special multipurpose projects, wherever this has not already been done, during the next three months.

Recommendation No. 2

The Sub-Committee endorsed the view expressed in the Agenda Notes that attention will have to be paid to the development of minimum amenities at the block headquarters for making it possible for the administration to function properly, and for inducing officers to go and serve in the tribal areas. In order to achieve this objective, the Sub-committee reiterates the recommendation made by the Kodaikanal Seminar Committee on Tribal Welfare that the existing provision of Rs. 1 lakh for staff quarters be raised to Rs. 2.25 lakhs in view of the fact that these blocks would have 11 more members on their staff in addition to the normal staff of a Community Development Block and also because the cost of construction is likely to be higher in these difficult areas.

Recommendation No. 3

The minimum programme for agriculture as laid down in the

Agenda Notes was endorsed by the Sub-committee subject to the following further recommendations :—

(a) The entire amount of Rs. 4 lakhs provided for irrigation, reclamation and soil conservation in the schematic budget should be an outright grant for the blocks in the tribal areas, as was recommended by the Fifth Development Commissioners' Conference held last year at Nainital, because the economic condition of the Adibasis was not such as to enable them to take loans.

(b) High priority should be given to minor irrigation and terracing.

(c) Training of 5 Agricultural Leaders from each village during a period of three years has been suggested in the notes. The Sub-committee considered that it might be more appropriate to use the words "Progressive Farmers" in place of "Agricultural Leaders", because in the tribal areas, the word "leader" has a different connotation meaning the Village Leader who is all by himself in the Village.

(d) The Sub-committee also considered that instead of organising new youth clubs, full use should be made of the existing youth or other social institutions in the tribal areas, such as, Moram and Kabang etc.

(e) Wherever there is no Agricultural Research Centre to cater to the requirements of these areas, one should be set up without delay so that the agricultural requirements of these areas may be thoroughly investigated and efforts made to meet them adequately.

Recommendation No. 4

The minimum programme for cottage industries, as laid down in the notes was endorsed. It was, however, felt that wherever possible, Ambar Charkha and Village Oil Ghani should also be introduced.

Recommendation No. 5

The minimum programme for education, as given in the Agenda

Notes, was endorsed subject to the following recommendations:—

(a) Item No. 3 regarding peripatetic teachers and item No. 4 regarding creches in the schools should be deleted as being impracticable at this stage.

(b) The mid-day meal to be provided at the schools should supplement the ordinary diet by providing for adequate nutritive and protective food.

(c) Arrangements should be made for periodical health examination of the students.

(d) Personal hygiene of the students should receive special attention.

(e) As the teachers occupy a very important place in the tribal areas, proper care should be taken in selecting the right type of teachers for the schools in these areas and also for giving them a suitable multipurpose orientation training so as to equip them better for these areas.

(f) The schools in these areas need much closer supervision. They should be fully equipped with teaching appliances, maps, charts, etc.

Recommendation No. 6

The minimum programme for health given in the Agenda Notes was endorsed subject to the modification that instead of the Sub-centres being only maternity sub-centres, they should be general health sub-centres.

Recommendation No. 7

The minimum programme for social education was endorsed, and the following further recommendations were made :—

(a) Efforts should be made to produce text books in tribal languages wherever it has not been possible to do so, so far.

(b) In order to make the library attractive, popular books in tribal languages should be produced.

(c) Pictorial charts which have special appeal should be produced on every important topic for wide distribution in the blocks.

Recommendation No. 8

The minimum programme for social education among women was endorsed with the modification that item No. 2 regarding peripatetic team of craft women teachers was considered to be impracticable.

Recommendation No. 9—Animal Husbandry

(a) Development of poultry, piggery, goat and pisciculture should receive priority in these blocks.

(b) Every block should be provided with a veterinary hospital and with four to six stock-men centres.

Recommendation No. 10—Communication

(a) The grant from the project fund should be utilised only for masonary work such as culverts, bridges, causeways, etc., earth work being done through Shramdan.

(b) Whenever new bridle paths are taken up, the alignment should be made by engineers so that the same path could be gradually developed into jeepable roads.

Recommendation No. 11—Co-operation

(a) Formation of forest co-operatives should receive priority in these areas.

(b) Multipurpose co-operative societies, including agricultural marketing co-operative societies, should be formed.

(c) Preservation of fruit is another important matter, and, therefore, wherever possible, co-operative societies for food preservation may also be formed.

(d) Indebtedness is a special problem with the tribals. The State Governments should take steps to investigate this problem and to initiate suitable legislation for the redemption of the debt of the Adibasis.

Recommendation No. 12—Housing

Construction of new houses should be linked up with the allotment of land for the tribals, *i. e.* new houses should be constructed only for those persons who are asked to settle on new lands allotted to them. In such cases, the houses should not cost more than Rs. 1,000/ /- of which Rs. 250/-/- should be

contributed by the beneficiaries in the form of labour, the remaining amount to be paid in the form of building materials. In the remaining areas, the programme should be confined to the improvement of the existing houses by providing windows, ventilation, etc.

Recommendation No. 13

The recommendations made by the Kodaikanal Seminar Committee on tribal welfare were endorsed.

General

The Sub-committee recommended that an All-India Seminar exclusively on tribal welfare may be held some time early next year.

RECOMMENDATIONS OF SUB-COMMITTEE No. 10

Item No. 5 (5)—Village and Small Industries

The Sub-committee considered the list of problems circulated along with the Agenda Notes for which solutions could be attempted through the working of pilot projects and recommended that the following five problems should be added to this list :—

(i) Type schemes introduced in pilot project areas should be tested from the point of view of their economics and workability.

(ii) The quantum of subsidies being given for various cottage and small industries should be studied with a view to find out whether they are adequate or not.

(iii) Employment-investment ratio in the main cottage and small industries should be studied and especially the earning levels in each industry.

(iv) Demand analysis should be made for as many major products as possible.

(v) A survey of persons from castes other than the traditional caste who have taken training and started production in a particular industry.

2. Taking into consideration the meagre resources available it was considered that it would not be possible to have a minimum

programme of any appreciable size in each block. The block staff should, however, undertake the preparation of a programme in the manner indicated in Annexure A of the Agenda Note for such of the 13 industries specified as have some scope for development in each block. In order to enable them to take up this work satisfactorily it is essential to have some provision for cottage and small industries in the programme of work for the NES stage. It is suggested that an amount of Rs. 10,000/- might be earmarked for this purpose out of the NES budget. It is also recommended that there should be no restriction on the spending of the amount earmarked for Rural Arts, Crafts and Industries in the CD block budget. There is at present a direction that this money should be used only for such Industries as are not provided for by the various All India Boards. In view of the fact that the finances available with the All India Boards are not adequate to cover all the blocks it is necessary that discretion should be left with the block staff to use the provision for Rural Arts, Crafts and Industries on any industry without any kind of restriction.

3. *Industrial Estates:*

The Sub-committee generally approved the proposals in the note regarding Industrial Estates. It was suggested that type plans for the sheds in Industrial Estates should be finalised in consultation with the occupants/applicants. It has been found by experience that the majority of applicants for occupation of sheds in Industrial Estates are those already engaged in some industry. Therefore, there are more chances of full utilisation of new industrial estates if they are started in places where some small industries already exist. There may be exceptions to this as in the case of new townships being developed near the major multipurpose projects or new heavy industries.

4. *Rural-cum-Urban Townships:*

The Sub-committee endorse the views in the notes on the subject of Rural-cum-Urban Townships.

5. *Industrial Extension Service:*

The Sub-committee is of the view that it was not feasible at this stage to set up a Research & Extension Agency in the field of Village Industries and Handicrafts on the lines of the Small Scale Industries. It would, however, be possible to channelise research

in Village Industries through one or the other of the Research Institutions at present functioning under the auspices of the Khadi & Village Industries Commission. The results of the research can be extended to the artisans through.

(a) State Cottage Industries Boards, where they exist, and their staff and organisers, and

(b) the Departments of State Governments dealing with cottage industries and their field staff.

In the Community Development Blocks the Block Level Industries officer could be with advantage made use of for this purpose. The problems arising out of field work could be passed on to the Central Research Institution incharge of research to be dealt with in the appropriate institution under its control.

6. *State Industries Department :*

The Sub-committee generally endorses the view expressed in the note on the subject of State Industries Department excepting that it was not considered feasible to restrict recruitment to the post of Extension Officer Industries from Diploma holders in Engineering only. In addition the Sub-committee was of the view that there was urgent need for reviewing the staff position in the Department of Industries in the States with special reference to :—

(a) Numbers.

(b) Whether pay scales are adequate to attract people of the right calibre.

(c) The need for making permanent a much larger percentage of posts than at present so as to attract people with good qualifications to these posts

If as a result of the survey it is found necessary to take action which would result in considerable higher expenditure the Sub-committee is of the view that Government of India should come to the help of the States in meeting this addititional expenditure.

7. *Administrative Co-ordination :*

The delegates present expressed the opinion that State Action Committees are representative of all the Boards. The Action Committees as a whole have not yet reached the state of effectiveness that is required. In order to improve the position the Sub-

committee is of opinion that State Action Committees should be vested with final powers of sanction in specified matters.

8. *Funds for the Programme:*

The Sub-committee consider that it was not feasible to prepare a schematic budget for village industries and handicrafts for each block in view of the small funds available on a block basis. It would, however, be practicable to make block allotments for States for village industries, if necessary dividing the allotment by industry. In the case of handicrafts it would be feasible to make block allotments to States after model schemes for the various handicrafts are prepared by the authorities concerned. Once such block allotments are made it should not be necessary for the State Governments to send individual schemes for the sanction of the Boards or the Government of India. The schemes will, however, have to be prepared and implemented within a specified pattern and accepted conditions.

9. *Industrial Co-operatives:*

The Sub-committee agree in general with the views expressed in the note on the subject of Industrial Cooperatives and recommend that the programme of training of secretaries and members of the cooperative societies should be expanded. The Sub-committee is also of the view that an officer of the Industries Department may be nominated ex-officio Joint or Deputy Registrar of Industrial Co-operatives or vice versa. This officer should be provided with adequate staff and should also be given the powers of the Registrar of Co-operative Societies. Before starting Industrial Cooperatives it is necessary to have a proper survey of the scope for the working of industrial cooperatives and the benefits likely to be derived from them.

10. *Credit:*

The Sub-committee endorses the view points mentioned in the Agenda Notes. In addition it is of the opinion that more attention should be paid to the provision of adequate institutional finance to small artisans. There is the question of providing adequate and timely credit both to artisans who can offer sufficient security and also those who do not possess sufficient assets to offer as security.

The Sub-committee also recommends that steps should be taken to coordinate the grant of loans to artisans which are being

given by different agencies at present. This could perhaps be done by setting up a committee of officers and non-officials at Sub-District level, with certain powers for sanction and payment, if possible. In other cases this body will merely scrutinise and forward the applications to the sanctioning authority.

11. Marketing :

The Sub-committee endorses the views on marketing in the Agenda Notes. The Sub-committee recommends that products of village industries sold through cooperative societies may be exempted from sales-tax and octroi for an initial specified period.

12. Training :

The Sub-committee endorses the views experessed on the subject of Training in the Agenda Notes. It is recommended that training being undertaken by various departments be co-ordinated at State level.

13. The Sub-committee is of the view that it is essential to inform the State Government Departments and the Block staff well in advance as to the availability of funds for the development of various industries. Unless such advance information of the availability of funds is given it would be difficult to plan the programme for training, starting of industrial cooperatives etc. In view of the fact that the Community Development Programme is tied to a tight time schedule the importance of such advance communication of the availability of funds cannot over emphasised.

RECOMMENDATIONS OF SUB-COMMITTEE No. 11

Item 5 (9)—Public Health and Sanitation

Notes : 1. The discussions in this Sub-committee were based on the papers circulated by the Ministry of Community Development included in the agenda for the conference.

2. The recommendations represent the consensus of opinion of the Sub-committee, but do not commit each individual member to all the points mentioned therein.

I. Administrative Co-ordination

(a) *Co-ordination between the Development Department and Health Department.*

This Sub-committee is strongly of the opinion that in order to implement the programme on the public health and medical side effectively, there should be very close co-ordination and common thinking at all levels and at all times, right from the institution of N.E.S. Blocks. It should definitely be the responsibility of either the Civil Surgeon in the district or the District Health Officer to take all measures necessary to bring into being the various services provided for in the budget. For this purpose constant personal consultations between the B.D.O., the District Collector and District Medical and Health Officers are very essential.

One suggestion to achieve a more expeditious implementation of the programme on the medical and public health side is that the budgetary provision in regard to these items may be placed at the disposal of the Administrative Department concerned at the State level. No doubt this Sub-committee realises that there may be some difficulties in implementing this suggestion but the State Governments may consider it all the same.

This Sub-committee is also strongly of the view that the appointment of the staff both on medical and public health side should be done by the Administrative Departments concerned and they should be borne on the cadre of the respective parent departments in the States.

In some States the final demarcation into different blocks has not yet been done with the result that it is very difficult for the medical and health authorities to decide about the location of primary health centres and other institutions. This Sub-committee urges all States to look into this matter seriously and take a decision as early as possible, so that the programme can go through expeditiously.

(b) *Co-ordination between the preventive and curative aspect of health programme.*

While this Sub-committee is not desirous of expressing any opinion as regards the question of integration of curative and preventive health services at the State level, it is of the opinion that as far as the block level is concerned, it is desirable that the control

of medical and health staff in the primary health centre be vested in one single authority. This Sub-committee feels that this will be conductive to smoother working.

II. Programme and Services

This Sub-committee accepts the minimum programme during the N. E. S. and C. D. stage as proposed in the Agenda Notes. It further suggests that even in the N. E. S. stage items of 'family planning' and collection of vital statistics' may be taken up.

This Sub-committee emphasizes the urgent need for the establishment of primary health centres and maternity sub-centres in such blocks where they have not been established so far.

Services :—This Sub-committee is generally in agreement with the suggestions as regards services to be provided in the community development area. It further wishes to lay great stress on family planning measures to be taken up and for this purpose urges the State Governments to take the fullest advantage of the schemes offered by the Ministry of Health, Government of India.

Post-Intensive Phase :—This Sub-committee strongly urges that the State Governments should have definite forward planning in respect of continuance of services started during the development stage. For this purpose adequate budgetary provision must be made in good time so that these services will not suffer for lack of finance during the post-intensive phase.

III. Personnel and Training

This Sub-committee strongly emphasizes the need on the part of the State Governments to see that the minimum staff required for health services in the community development areas is recruited and put in position in all cases, where it has not been possible to do so till now.

This Sub-committee is also of the opinion that the State Governments must periodically review the requirements of personnel like the lady health visitors, auxiliary nurse-midwives, sanitary inspectors, etc. and take all steps necessary for their recruitment and training in a planned and systematic way. It is also strongly recommended that adequate stipends should be given to the trainees and sufficient grants to the training institutions.

The Sub-committee considered with great concern the difficulties experienced by the doctors and other health staff to work in the rural areas without proper residential accommodation. Dispite efforts in many States, it has not been possible to provide them with quarters. This Sub-committee therefore strongly recommends for the consideration of the Central Ministry of Health, an *ad hoc* allotment of Rs. 30,000/- for providing quarters for the following personnel in each of the primary health centres established :

Medical officer	1
Compounder	1
Lady health visitor	1
Midwife	1
Sanitary Inspector	1

Orientation Training Centres :—This Sub-committee urges the State Governments to take full advantage of the Orientation Training Centres and send full quota of personnel, as indicated in the scheme.

Seminars :—This Sub-committee recommends the holding of Intra-State Seminars of all the District Medical and Health Officers and medical officers working in the community development areas. In these seminars the Development Department should, no doubt, be actively and directly associated.

Training in Public Health and Environmental Sanitation at the Extension Training Centers.

This Sub-committee recommends that whole-time medical officers be appointed at the Extension Training Centres for VLWs to give them adequate training in fundamentals of public health and environmental sanitation. Further, adequate sanitary amenities should be provided at these Centres for the trainees to practise what is preached to them in the class room.

RECOMMENDATIONS OF SUB-COMMITTEE No. 12

I. Item 5 (13)—Information and Public Relations

1. The Sub-committee reviewed briefly action taken on the recommendations of the Fifth Development Commissioners' Conference held at Nainital in May 1956.

2. It was mentioned by representatives of some States that publications forwarded by the Ministry of Information and Broadcasting are not being received regularly in some of the Blocks, especially those started in April 1956 and subsequently. It was explained that these publications are despatched by two agencies, *viz.*,

(i) The Directorate of Advertising who despatched visual materials such as posters etc. free of cost to all Blocks as soon as they are opened ; and

(ii) The Publications Division who despatch free of cost, one set of all priced publications to every Block Headquarters Infomation Centre as soon as it is set up.

In the latter case it is probable that despatch of publications get delayed till information regarding the setting up of the Block Headquarters Information Centre reaches the Ministry of Information and Broadcasting.

It was agreed that, on the one hand, the Block Development Officer should make available a room in his office building (in case no separate accommodation is available) as the nucleus of the Information Centre right from the inauguration of the Block and that on the other, the Ministry of Information and Broadcasting and Ministry of Community Development should make sure that the mailing lists with the despatching agencies are kept uptodate and that materials are despatched to every Block irrespective of whether a separate Information Centre building had been set up or not.

3. A reference was made to the difficulty in obtaining in sufficient numbers for the new Blocks manuals and other publications by the Ministry of Community Development. As many of these are out of print, it is suggested that they be reprinted, after revision where necessary.

4. The need for publications in the regional languages was emphasised. All visual materials issued by the Directorate of Advertisement are now available in all the 13 major languages of the country. The Publications Division are also taking up work in all the regional languages. It was, however, felt by many of the

delegates that in many cases the style was far too high-flower and artificial to meet the needs of the villager for whom the publications are meant. It is suggested that in future, the draft in the regional language be shown to the Development Commissioner who might have it examined with a view to making the language simple and direct ; of course, this should be done without causing undue delay in the process.

5. The Sub-committee unanimously agreed that all Block Development Officers be requested to subscribe from the Block funds, to the periodical "Yojana."

As regards the "Kurukshetra", a complaint was voiced from some States that not enough space is being allotted in the journal to activities from the States. It was recommended that the question of increasing the size of the journal be considered so as to meet the developing needs of the States more adequately.

II. The Programme of Setting up Information Centres at Block Headquarters

1. In most States Liaison Committees have been set up to provide general guidance in running the Information Centres. It is felt that the scope of these Committees could be usefully extended so as to make them consultative committees on all matters relating to publicity and public relations under the NES/CD programme in the State. It is also suggested that the Regional Officers and Field Publicity Officers of the Ministry of I & B working in the State should be made members of this Committee.

2. The difficulties standing in the way of rapid expansion of the programme for setting up of Information Centres are three-fold :—

(i) accommodation

(ii) staff

(iii) funds.

As regards (i), it was unanimously agreed that it is not necessary to wait till a separate building according to the specifications laid down in the C. P. A. Manual is built. A building may be taken on hire or a room in the office of the B.D.O.

made available for the purpose. It is essential that the Information Centre start along with the inauguration of the Block.

As regards (ii), it was generally agreed that funds may not permit the employment of an additional officer for running the Centre. The S. E. O. or someone else should be specifically made responsible for this work. The practice in some States has been to find a non-official worker for this purpose and pay him a small monthly honorarium.

As regards (iii), it was agreed that if funds available for the purpose in the Block budget are not adequate, they should be supplemented by the Publicity Department of the State. The need for the closest collaboration between the State Publicity Department and the Block agency in this matter was specially emphasised.

3. The absence of adequate literature in the regional languages, specially to meet the needs of members of the Block Advisory Committee and others, is being felt keenly in all areas. Some States have tried to solve the problem by issuing a journal in the regional language (s) from the State Headquarters and small pamphlets and bulletins at the District/Block level. This is recommended for adoption by others also.

The target of at least six publications a year in the regional languages laid down in the notes circulated, is acceptable.

4. The following suggestions offered for activising the Information and Community Centres are acceptable :—

(a) Holding of regular meetings of the Block Advisory Committee at these Centres.

(b) Making these Centres headquarters of the circulating library.

(c) Associating activities of women and children and youth with it.

(d) Displaying photographs of workers (such as Krishi Pandits and others) of the area who have rendered outstanding contributions to the programme.

(It was pointed out in this connection that every N. E. S. Block also should have a camera and all S.E.Os. B.D.Os. and Extension Officers should be given training in the taking of good pictures.)

(e) Organising regular film and film strip shows and other entertainments including cultural activities.

(It was pointed out in this connection that though many Blocks are supplied with film strip projectors, no use is being made of them due to lack of film strips. It is suggested that a list of suitable film strips available from the I. C. A. R., T. C.M. or the Films Division be prepared by M. C. D. and circulated to all the States.

As regards films, it is essential to build up an adequate library at the State Headquarters and, where necessary, at the Divisional Headquarters.)

5. It is recommended that each Information Centre be equipped with a rural listening set. In this way the Farm Forum Broadcast Scheme could be extended to cover the listeners in the Information Centres also. Details of the scheme may be worked by the M. C. D. and Ministry of Information and Broadcasting and intimated to the State Governments.

6. The suggestion made regarding one week's training of Social Education Officers in the setting up and running of Information Centres is accepted. The training should be conducted by the M. C. D. and M. I. B. in collaboration with the Director of Publicity of the State where the Training Centre is located. One of the objectives of their training should also be to equip the S. E. O. for undertaking publicity and public relations work in his Block.

III. Separate Publicity Set-up for Community Development Programme

A few States have set up separate Wings of the Publicity Department to deal exclusively with publicity for the C. D. Programme. These have been found extremely useful and it is emphatically recommended that all States set up such wings as early as possible.

In States where the normal Publicity Organisation existed at the District/Sub-divisional level, it is recommended that the separate wing should have staff to cover work at these levels also.

The special Wing should not merely be associated with the Information Centres but should consider the proper setting up and running of these Centres their special responsibility.

RECOMMENDATIONS OF SUB-COMMITTEE No. 13

Item No. 6 of the Agenda—Implementation of the Programme A New Approach—(i) People's Sector

6. (*i*) (*a*)—*Village Camps :*

The Sub-committee on Public Sector discussed the proposal of creating functional leadership in villages. The Sub-committee feels that the present programme of integrated village leaders training camps should continue as at present and should be immediately started in those States also where it has not yet begun. It is further of the view that the Block staff should strive to persuade the village leaders to take upon themselves the task of promoting special activities like, Agriculture, Animal Husbandry, Health, Sanitation, Co-operation, etc. in their villages and arrange for specialised training in such subjects or groups of subjects at covenient places within a block according to needs.

The Sub-committee recommends that the integrated village leaders' training camp should be held in each VLW's circle every year and should be of a duration of about one week. The specialised training camps may, however, be of two to three days duration. The number of trainees in each of these camps should generally not exceed 50. The Sub-committee considers that efforts should be made to persuade the trainees in specialised Training Camps to bring their articles of food with them, but where necessary, a small expenditure should be allowed from the Block budget.

If about 500 village leaders are trained at the integrated training camps each year in a block, it is felt that the Block staff should be able to persuade about 100 to 150 persons to take responsibilities for special subjects upon themselves and at this rate, specialised training may have to be given to about 600 to 900 persons in each block up to the C.D. stage.

6. (*i*) (*b*)—*Study Tours :*

The Sub-committee endorses the proposals about study tours of selected Panchs and Sarpanchs and also of providing trainig for Panchayat Extension Officers, Panchayat Secretaries as well as Sarpanchs and Panchs. The Sub-committee feels that both these schemes should be taken up and one cannot be alternative to the other. The training period for Panchayat Secretaries may be of the duration of three monthes.

6 (*i*) (*c*)—*Farm Youth Exchange:*

The Sub-committee generally endorses the proposal regarding Farm Youth Exchange.

The Sub-committee feels that the Farm Youth Exchange should be at the following levels :—

(i) Inter-Block within a district.

(ii) Inter-district within a State.

(iii) Inter-State.

(iv) International.

The Sub-committee recommends that the number of people to be involved at each stage of exchange may be :—

(i) 5 persons per Block for Inter-Block Exchange witnin a district.

(ii) 5 Persons per district for Inter-district Exchange within a State.

(iii) 15 to 25 persons according to the size and population of the State, for Inter-State Exchange.

The Sub-committee feels that the scheme cannot be wholly self-paying ; 25 per cent of the expenditure should be paid by the farmer concerned, 25 per cent by the State Government and 50 per cent by the Central Government.

The duration of the exchange visits at various levels is recommended as below :—

(i) Upto one week for Inter-Block Exchange within a district.

(ii) Up to a fortnight for Inter-district Exchange within a State.

(iii) Upto one month for Inter-State Exchange.

The Sub-committee feels that no geographical spheres need be defined and the decision should be left to the State Government concerned.

It is suggested that under this scheme cultivating farmers should only be selected.

6 (*i*) (*d*)—*Constitution of Consultative Committees of State Legislatures:*

The Sub-committee is of the view that the functions of the Consultative Committee of Members of State Legislature should be to study and review the progress of Community Development Programme in a State from time to time.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 14

Implementation of the Programme—Government Sector

Discussions in the Committee were based on the papers circulated and included in the Agenda for the Conference. Recommendations are being reproduced in full for facility and reference.

The following recommendations are made:—

I. Item No. 6 (ii) (a)—Staff Meetings and Study Circles:

As full use was not being made of the literature published by the Ministry of Community Development, other Ministries at the Centre and by the State Government concerned by those for whom those publications were meant, it is suggested:

(i) that at least half a day should be reserved for the study and discussion of the literature on different subjects by the block staff which visits the block headquarters every month. The discussion should take a form of regular study circle;

(ii) that a very brief minute of every such study circle should be kept by the Block Development Officer indicating what book or part of a book was studied and discussed and what points were drawn up and conclusions reached during the discussion.

(iii) that the programme for study and discussion at the next monthly meeting and assigning the task of studying a particular book for the next meeting should be decided in each meeting and recorded in the minutes;

(iv) that a separate file of such minutes should be maintained.

(v) that the State headquarters should issue detailed instructions in this direction for the guidance of B. D. Os. Names of the books should also be suggested.

(vi) that the Collector/Deputy Commissioner and other inspecting officers should check up action on the above recommendation.

(vii) that literature suitable for V. L. W. should be made available in regional languages,

II. Item No. 6 (ii) (b).—Subject-matter Seminars (Divisional, States and Central :

(1) that the general seminars should be continued but their numbers may have to be reduced.

(2) Seminars of subject-matter specialists should be organised :—

(i) for a division or where there are no revenue divisions for a group of six to ten districts ;

(ii) for the State ; and

(iii) for the Centre.

Ordinarily, the number of participants should be about 100 but in no case it should exceed 125.

(3) that the following should participate in these seminars :—

(*a*) *For a group of six to ten districts :*

(i) Subject-matter specialists at the block and district levels ;

(ii) Deputies of the department concerned ;

(iii) Representatives of the Development Commissioner wherever possible ;

(iv) One or two District Development Officers or Collector/ Deputy Commissioner ;

(v) One Block Development Officer from each district ;

(vi) One village level worker from each district ;

(vii) Non-officials who have shown special aptitude for the subjects under discussion ;

vi.i) A few non-officials from the Block Advisory Committees, District Advisory Committees and Panchayats.

All the functionaries at different levels from V. L. W. to District Development Officers and members of Block Advisory Committee should attend at least one of the seminars.

(*b*) *State Level:*

(i) Secretaries of concerned Departments;

(ii) Heads of Departments;

(iii) People connected with Research Institutes;

(iv) People connected with Training Centres and ctier State level voluntary organisations connected with the subject;

(v) Development Commissioner, his Deputies and other officers of the headquarters;

(vi) Two Commissioners;

(vii) One Collector from each division.

(viii) Deputies of the Development Departments.

(c) *National Level (Centre):*

(i) that the National level seminars should be located at any suitable place in each of the S. R. C. Zones. Delegates at such seminars woule be from all States and would not be restricted only to those States which are in the zone;

(ii) that for purposes of these seminers, the various subjects of Community Development may be classified into the following seven groups:—

1. Agriculture including afforestation, soil conservation and consolidation.
2. Animal Husbandry.
3. Panchayats and Co-operation.
4. Education and Social Education.
5. Village Industries.
6. Works including public healh and sanitation, housing and minor irrigation.
7. Medical and Public Health.

III. Item 6 (ii) (c)—Strengthening of the Organisation:

(i) that the Development Commissioner should be supported by two senior officers at the headquaters. One of them should deal with planning and coordination and the other should look after supervision and coordination of activities at the field level.

(ii) that with the expansion of the programme, it was necessary to have Zonal Officers for adequate field supervision and these officers should be attached to Commissioners.

(iii) that it was very necessary and desirable to lay down a procedure for regular inspections and prompt submission of tour notes by the officers at different levels, wherever this has not been done. Working out of the details should be left to the States.

(iv) that the technical departments should be provided with adequate staff of the right calibre at various levels. A procedure of inspection should also be laid down by the States.

IV. (i) that there was a very strong case for improving the service conditions of the officers of the Technical Departments and the State Governments should be requested to take up this question.

(ii) that officers of different development departments functioning at various levels should be delegated adequate powers for the effective implementation of the programme of the plan.

(iii) in order that the technical knowledge flows from the State headquarters to the field, the technical department should be strengthened.

(iv) that steps should be taken by the technical departments for extending to the villagers proved and accepted results of research conducted at the various Research Institutes and laboratories.

V. Item No. 6 (ii)—Implementation of the Programme a New Approach—Government Sector:

(i) that in view of the rapid expansion, it may not be possible to attach new V.L.Ws. with the experienced V.L.Ws. for some time to come.

(ii) that the suggestion to have special courses for V.L.Ws. before they are promoted as Block Level Extension Officers should be accepted.

RECOMMENDATIONS OF SUB-COMMITTEE No. 15

Agenda Item No. 7—The Fourth Evaluation Report.

Review of Achievements :

The Committee generally agreed with the conclusions of the Programme Evaluation Organisation in regard to the achievements in various fields. The Committee, however, felt that the statement in para 8 of the Summary that 'the items involving changes in production attitudes in Cottage Industries are neither widespread nor particularly successful' should be considered as applying to the Production-cum-Training Centres and that it did not imply that people were not responsive to new production techniques.

The Committee felt that the observation in para 10 of the Summary that 'items involving change in social attitudes, such as readiness to go in for Community Centres. Youth Clubs and Women's Organisations are generally speaking least successful' did not correctly represent the position in the States. While the coverage of Community Centres, Youth Clubs and Women's Organisations was not extensive enough the Committee considered that these were generally successful wherever established. In regard to the observation that 'readiness to use panchayats for planning and executing village development programmes are comparatively unsuccesful', the Committee noted that these observations may not apply to the States of U.P., Punjab and Orissa.

The Committee agreed with the observation in para 15 that the expectation of what Government can do in rural areas has perhaps reached a stage beyond the current resources of Government'. While it would not be feasible at this stage to advocate a more limited programme for development, the Committee recommended that the possibilities of developing local resources should be explored. In this connection the Committee suggested that the possibility of the people contributing towards the cost of plan schemes outside the CD Programme should be examined. It would also be necessary to develop in the people of the rural areas a sense of priorities in regard to development schemes. The Committee also felt that in the Third Five Year Plan more funds may have to be allocated for the development of rural areas than has been done in the Second Five Year Plan.

Problems of Transition:

The Committee felt that the transition at the various stages, namely, from NES to CD and CD to PIP, should be carefully planned so that the plans for the next stage are well in hand before that stage is reached.

The Committee felt that the maintenance of facilities established under the CD Programme should be the responsibility of the Local Authorities and of the Government Departments concerned. This responsibility should be settled in advance so that there would be no difficulty regarding the agency for maintenance after the work is completed. In some areas where Local Authorities do not exist it might be necessary to utilise the agency of the Block staff for maintenance of village roads etc. The funds for such maintenance will have to be found from the funds of the concerned Departments.

The Committee noted that a wide measure of disparity in regard to the facilities provided existed between different villages in a Block. Special attention will have to be paid to the removal of this disparity to avoid frustration on the part of the less fortunate villages. The Committee recommended that preference should be given to such villages in carrying out local works in the post intensive stage and that a certain amount of flexibility in regard to the scale of people's contribution for local works may have to be allowed.

Problem of Administration:

The problem of coordination between the Technical and Administrative Departments has not been completely solved. The Committee agreed that the NES Agency should be treated as the permanent and normal field development arm of the State Government in the rural area rather than as some special and temporary agency. This fact has not yet been fully realised by the officers of the various Technical Departments. The NES Agency offers the best means of associating the people with planning for development and also in the execution of plans. District Technical Officers should, therefore, consider the NES Agency as their own agency. The relationship of the B. D. O. in relation to the District Technical Officers was considered carefully by the Committee. As the B. D. O. has been placed at the head of the team of specialists in the Block it would be

necessary for the District Technical Officer to issue instructions to the B. D. O. in regard to the execution of the programmes pertaining to their departments. Similarly the B. D. O. should also consult the District Technical Officers at the various stages. In this process it may appear at first sight that the B. D. O. is responsible to a number of different officers for the working of the programme. This situation is, however, inevitable. The Collector at the D. C. level receives instructions from the various departments of Government and is able to carry out the instructions received from a number of different agencies either personally or through his Assistants. Similarly at the Block level if the B. D. O. is to be the administrative coordinator of all developmental activities in the Block, he must receive instructions from officers of a number of dapartments and must carry them out with the assistance of the various specialists. It might be noted in this connection that this position also applies to a lesser extent to the Gramsevak who receives instructions from a number of Block Level Specialists.

The Committee felt that it would not be correct at this stage to say that the primary function of the administrative Head of the District should be recognised as Development and that he should be given special assistance in dealing with law and order and revenue functions. In the conditions at present prevailing it would be necessary for the Collector to continue to be responsible for law and order and revenue but the Committee observed that development should be considered to be the special responsibility of Collectors.

Review of the Programme:

The Committee endorsed the observation that there was a great need for integrating project expenditure with non-project expenditure on rural development. This would be possible only when the development schemes included in the Five Year Plan are broken up Blockwise. Once this is done it would be easier to integrate the project plans with the non-project plans pertaining to a Block. The Committee noted that in Bombay the Government had laid down that in carrying out the State development plans priority should be observed in the following order:—

(i) Post-Intensive Phase

(ii) National Extension Service

(iii) No Block

(iv) Community Development

Post-Intensive Phase:

The Committee also agreed with the PEO that the loan fund will have to be provided by the Government agency for some time to come for the post-intensive blocks. The Committee felt that it would be useful at this stage to undertake a review of the contents of the programme so as to make it more effective. The financial provision as well as the physical targets will have to be carefully considered in this connection and it may be necessary to say that the project staff should confine themselves in the initial stages to some of the more important activities instead of fittering away their energy on a variety of multipurpose activities. For this purpose the Committee recommended that a special committee of Development Commissioners with representatives of the Ministry of Community Development may be appointed to go into this question carefully.

Growth of Co-operative Endeavour:

The Committee felt that for the success of the cooperative movement it is necessary to undertake the education of members of Societies on a much larger scale than has been undertaken so far. For this purpose it suggests that each cooperative society should have one or two meetings in a year of all the members when the entire working of the Society would be reviewed. Similary seminars of members of groups of Societies may also be organised. The District Cooperative Boards could also play an important part in this respect.

The Committee agreed that a detailed study may have to be undertaken of the working of Labour Cooperative Societies.

Programme for Cottage Industries:

The Committee felt that in view of the difficulties in organising Industrial Cooperatives there should not be an over-emphasis on the formation of such cooperatives in the matter of giving assistance. It may be necessary to continue assistance to individual artisans until such cooperatives are formed. In some cases it might be necessary for the Government agency to set up production units which could be later handed over to cooperatives formed of workers in these units. The Committee

recommended that the report of the PEO on the working of the Pilot Projects for industries may be studied by the local Community Project Officers when the whole question could be further examined.

The Committee also recommended that to effect coordination between the various All India Boards a Committee of representatives of the All India Boards and of the Ministries of Community Development and Commerce and Industry may be constituted to go into the question of working of these Boards.

RECOMMENDATIONS OF SUB-COMMITTEE No. 16

Item No. 8 (vi)—Administrative Intelligence— Key Indicators

There was difference of opinion amongst members of the Committee as to whether quarterly reports were really necessary, one view held by a substantial number of members being that twice yearly reports would be adequate. After discussion it was agreed that in view of the existing practice quarterly reports may continue.

2. The Key Indicators proposed for the quarterly report at Appendix II of the paper were examined as well as the additional ones proposed for the Annual Reports at Appendix III and the Committee's modifications and revised list of Key Indicators are reproduced in the revised Appendices II and III attached to this report. As the revised Appendices contain the Committee's suggestions and recommendations it does not seem necessary to discuss the various items. The Committee, however, wish to indicate that it consider that it would be difficult with existing resources to collect accurate data in respect of items 19 and 20 of Appendix II relating to additional employment, part-time and wholetime in villages. It is understood, however, that there is a demand for this information in Parliament and, therefore, these two items were included.

3. Now that the programme is expanding rapidly the Committee consider it most important that uniform concepts should be followed by all States in reporting particular items. It is understood that some work of evolving such concepts and definitions was done at the Calcutta Conference of Administrative Intelligence Officers

and the Committee recommends that detailed instructions on the point of how particular figures are to be filled in, should be evolved in the near future.

4. The present quarterly reports make no distinction between the results achieved as a direct consequence of expenditure from Community Development Funds, those achieved as a result of expenditure from other plan schemes and those achieved as a result of extention work involving no financial outlay by Government. After discussion the Committee felt that while this point may be mentioned in its report, it would be too complicated, and possibly unreal for an Extention organisation to endeavour to make such distinctions. The present practice may continue.

5. The Committee agreed that State Governments should compile information by Blocks and that the same information should be collected for post-intensive phase blocks as for others.

6. The Committee also suggests that as District Statistical officers are being established State Governments should examine the possibility of their use for the technical supervision of Statistical staff in Blocks.

REVISED APPENDIX II AS RECOMMENDED BY THE SUB-COMMITTEE

Key Indicators of Progress

(Information to be furnished every Quarter)

Agriculture and Animal Husbandry

1. Chemical Fertilizers distributed (mds.)
2. Acreage under green manuring.
3. Improved seeds distributed (mds.)
4. Improved implements distributed (No.)
5. Agricultural demonstrations held (No.)
6. Pedigree animals supplied (No.)
7. Pedigree-birds supplied (No.)

Irrigation

8. Net area under irrigation (acres)

Health and Rural Sanitation

9. Rural latrines installed (No.)
10. Drains constructed (yds.)
11. Drinking water wells constructed (No.)
12. Drinking water wells renovated (No.)

Education and Social Education

13. Adult Education Centres:
    (i) No. of centres started (No.)
    (ii) No. of adults made literate (No.)
14. Reading Rooms and or Libraries opened (No.)
15. Community Centres such as recreation centres panchayat ghars etc. started (No.)
16. Units of people's organisations developed (No.)
    (i) Youth Clubs and Farmers Clubs/Unions
        (a) No.

(b) No. of member..

(c) No. of meetings.

(ii) Mahila Samities/mandals

(a) No.

(b) No. of members

(c) No. of meetings

17. Village Camps other than Youth and Children Camps

(i) No. of Camps held

(ii) No of villagers trained

Communications

18. Kacha roads constructed

(i) New roads constructed (Miles)

(ii) Existing roads improved (Miles)

(iii) No. of culverts constructed.

Rural Arts and Crafts

19. No. of persons provided with additional part-time employment, tradewise.

(i) Khadi and Village Industries (No.)

(ii) Handloom (No.)

(iii) Small Scale Industries (No.)

(iv) Other Cottage Industries (No.)

(v) Ambar Charkha (No.)

(vi) Other Industries, If any (No.)

Total of (i) to (vi) above

20. No. of persons provided with additional fulltime employment, tradewise

(i) to (vi) and total as for No. 19 above.

Cooperation

21. Total No. of cooperative societies functioning

(a) Credit and multi-purpose (No.)

(b) Industrial (No.)

(c) Others (No.)

22. Total membership cooperative societies of all types (No.)

General

23. No. of meetings held of Block Advisory Committees (No.)

REVISED APPENDIX AS RECOMMENDED BY THE SUB-COMMITTEE

Progress Indicators (additional list)

(Information to be furnished every year along with the Quarterly Progress Report for the Quarter ending 31st March)

Agriculture and Animal Husbandry

1. Area under improved seeds (acres)
2. Total area under green fodder (acres)
3. Seed multiplication farms set up (No.)
4. Chemical pesticides distributed (mds.)
5. Sileage pits constructed (No.)
6. Area under fruits (acres)
7. Area under vegetables (acres)
8. No. of Key Villages
    - (a) A. I. Centres (No.)
    - (b) Breeding Centres for
        - (i) Cattle (No.)
        - (ii) Sheep and Goats (No.)
        - (iii) Poultry (No.)
        - (iv) Pigs (No.)
9. Total No. of veterinary dispensaries functioning (No.)
10. No of fingerlings supplied.

Reclamation

11. Waste and virgin land reclaimed (acres)
12. Area bounded, terraced or planted (acres)

Health and Rural Sanitation

13. Primary Health Centres functioning (No.)
14. Maternity and Child Welfare Centres functioning (No.)

15. No. of smokeless chullahs constructed (No.)

16. Village lanes paved (sq. yds.)

Education

17. Total No. of schools functioning
    - (i) Ordinary (No.)
    - (ii) Basic (No.)
    - (iii) No. of ordinary schools converted into basic schools (No.)

18. Total enrolment in schools
    - (i) Ordinary (No.)
    - (ii) Basic (No.)

Social Education

19. Total No. of literate adults in the Blocks.

20. Youth Camps (including ACC and NCC Camps)
    - (i) No. of Camps held
    - (ii) No. of persons participated

21. Children's Camps
    - (i) No. of Camps held
    - (ii) No. of children participated

Communications

22. Pacca roads constructed (miles)

Housing

23. Total No. of houses :
    - (a) Kacha (No.)
    - (b) Pacca (No.)

24. New Houses constructed
    - (i) Kacha houses (No.)
    - (ii) Pacca houses (No.)

25. Model villages established (No.)
    (where all houses are model houses

26. No. of persons trained at the Demonstration-cum-Training Centres

    (i) Refresher Training (No.)

    (ii) Basic Training (No.)

27. Persons given financial assistace for industrial purposes

    (a) Loans

        (i) (No.)

        (ii) Amount

    (b) Grants

        (i) (No.)

        (ii) Amount

Cooperation

28. Amount of share capital raised in cooperative societies (Rs.' 000)

    (a) Agricultural

    (b) Industrial

29. Amount of loans advanced to members to cooperative societies (Rs. '000)

    (a) Agricultural

    (b) Industrial

30. Amount of loan repaid by members to cooperative societies (Rs. '000)

    (a) Agricultural

    (b) Industrial

31. Godowns constructed by cooperative societies (No.)

32. Value of agricultural commodities marketed through cooperatives (Rs. '000)

33. Value of Cottage Industry products marketed through cooperatives (Rs. '000)

34. Total membership of cooperative societies of all types

    (a) Credit and multipurpose (No.)

    (b) Farming (No.)

    (c) Industrial (No.)

    (d) Others (No.)

Local Bodies

35. Total No. of panchayats and other statutory bodies functioning.

General

36. No. of meetings of State Development Committees held.

RECOMMENDATIONS OF SUB-COMMITTEE No. 17

Agenda Item No. 8 (i)—Scale of People's Contribution at the NES and CD Stage

The Committee considered the note on this item and the consensus of opinion was that the scale of contribution mentioned in the notes on the subject be laid down for adoption in all the States, subject to the proviso that the State Governments may vary this condition in exceptional cases, *e.g.* in the scheduled and tribal areas.

In the case of pucca roads and culverts also the Government contribution should not normally be, more than 75% of the total cost including kacha roads.

Agenda Item No. 8 (ii)—Non-Diversion of Funds from Block Budget

The Committee considered the note on this item and the consensus of opinion was that so long as the States conform to the staffing pattern of the NES and CD Blocks, as laid down by the Ministry of Community Development and provide the staff on that pattern to the blocks and still find money to meet the expenses towards the supervisory staff at the headquarters within the ceiling fixed, there should be no objection for allowing them to do so.

Agenda Item No. 8 (v)—Block Headquarters as the Nucleus of Rural-cum-Urban Township

The committee considered the note of the Ministry of Community Development on this item and generally endorsed the views contained therein. The committee was further of the view that the State Governments should be requested to give preference to locate industrial and other institutions as far as possible in areas where the block is located outside the taluq headquarters.

Agenda Item No. 8 (viii)—Location of NES Blocks Around Training Centres and Research Institutes

The Committee considered the notes of the Ministry of Community Development on this item and the consensus of opinion was in favour of the pattern proposed except in the case of some States where some difficulties exist with reference to seniority of the BDO in relation to the Principal of the Extension Training Centre.

Agenda item No. 8 (xi)—Provision for Gram Sevikas in the Permanent Staffing Pattern of the NES

The note of the Ministry of Community Development with regard to this item of the agenda was considered and the consensus of opinion in the Sub-committee was that the Gram Sevikas who are enlisted for the CD Blocks should be made permanent and should continue in the block even in the post-intensive phase. The committee was also of the view that the Central Government and the State Governments should continue to bear the expenditure towards the salary of these Gram Sevikas on 50 : 50 basis, even in the post-intensive phase and this expenditure should be outside the ceiling now fixed for the salary of the staff on the NES pattern.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 18

Item No. 8 (iii)—Extravagance in Ceremonies—Preventive Measures

1. The Sub-committee was of the opinion that religious and social festivals in the rural areas which, in the absence of any other recreation programme, provide an occasional outlet for merry-making and a break from the dullness and monotony of village life, should not be discouraged. It would also not be desirable to interfere with religio-cultural festivals which add so much to the colour and richness of village life besides serving as traditional media of social education for the village people.

2. It was agreed that extravagance in religious and social festivals in the rural areas, wherever it exists, should be discouraged. The Sub-committee was in general agreement with the suggestions made in the Agenda Note regarding measures to be adopted for prevention of extravagance in social and religious festivals, but was of the view that it would not be desirable for the community development staff directly to undertake the responsibility of

launching a campaign to prevent such practices at the present moment. It was recommended that social consciousness against such extravagance should be created through panchayats and village organisations including women's organisations. Attempts should also be made through these organisations to get the people to observe such festivals on community basis, wherever possible, and to have one or two progressive villagers give a lead in the matter by reducing extravagance in expenditure on such festivals. These festivals should continue to provide recreation for the community and for this purpose folk dance, music and light entertainments might be organised on such occasions.

3. It should be the endeavour of the community project staff to promote side by side the habit of thrift and savings among the village people.

Item No. 8 (iv)—Youth Organisations

1. The whole matter was discussed and the general consensus of opinion was that

(i) youth organisations to be promoted should cover all youths, whether school-going or non-school-going, because it was felt that the association of school-going young men with these organisations would be desirable;

(ii) the Sub-committee was further of the opinion that there should be two age groups for such youth organisations, the junior creation comprising youth of the age of 10-18 and the senior section, young men of the age of 18-30;

(iii) in addition to the activities suggested in the Agenda Note, the following activities should also find place in the programme of the youth organisation of the junior group :—

(a) acquiring a knowledge of our country, its different geographical regions and people, their habits and customs; in short, a rudimentary knowledge of the history and geography of India. It would also be worthwhile for them to have some idea about the

different countries of the world in order to broaden their mental horizon ;

(b) development of a scientific and technical outlook in the children through well-contrived charts, models, toys and simple mechanical appliances which they should be encouraged to assemble and operate themselves ;

(c) encouraging hobbies

(d) games and physical culture ;

(e) undertaking certain individual projects like kitchen gardening, poultry rearing, cattle feeding, etc.

2. The Sub-committee endorsed the suggestions made in paras 6, 7 and 8 of the Agenda Note concerning the programme for the higher age group of youth organisations. It further recommended that competitive games should be organised in order to inculcate the spirit of co-operation and team work.

3. The suggestion contained in para 9 of the Agenda Note was accepted by the Sub-committee with the observation that arrangements should also be made for training of the youth leaders in camps.

4. The Sub-committee endorsed the suggestions made in paras 10 and 11 of the agenda.

5. It was the opinion of the Sub-committee that the District Social Education Officer would be the appropriate officer at the district level to guide and direct youth activity in the various blocks in the district. On the non-official side, it was the feeling of the Sub-committee that it would be premature at the present moment to build up a district youth organisation with its link with the villages through the block organisation, as, in its view, the organisations at the lower level should first be consolidated and strengthened.

6. The Sub-committee reviewed the work of the State Level Officer charged with the responsiblity of village youth organisations. The discussion revealed that these posts were created in

some States only recently and it would be too early yet to assess their performance.

7. The suggestion contained in para 14 of the Agenda Note for dovetailing the youth programme with the village camps was accepted.

Item No. 8 (vii)—Scientific Research & Community Development

The Sub-committee was in general agreement with the suggestions made in the Agenda Note. The Sub-committee was, however, of the opinion that it should be made possible for the Council of Scientific and Industrial Research, Ministry of Natural Resources and Scientific Research and other scientific institutions to establish the result of their research not only in or nearabout the laboratories of the institutions but also under actual conditions in the villages through field trials and demonstrations.

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